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ABSTRACT

A history of the employment of women in the Department of State and the Foreign Service is presented. Thirteen chapters consider the status of American women from 1776 to the present; women in the Department and at international conferences, 1800-1940; applicants and employees for overseas employment, 1851-1943; the Foreign Service examinations; the impact of war on employing women; the postwar period, 1949-1970; and the present and future role of women in the Department of State. In summary, it was not until the Civil War that the government began to hire women in full-time positions. Although men and women in the Department of State received equal pay for equal work, men were promoted more quickly than women. For the first 35 years all women in the Department filled clerical jobs; in 1909 the first woman was appointed to a semiprofessional position. Today, the Department has a higher percentage of women at the senior, middle, junior, and support levels than the government as a whole. It has been more difficult, however, for women in the Foreign Service. The Department reluctantly allowed women to take Foreign Service examinations in the 1920s. Although from 1930 until the end of World War II, no women made the grade by the examination process, since that time more women have been admitted to the Foreign Service. By 1978 one woman had reached the level of Undersecretary, one as Director General of the Foreign Service, a few as Assistant Secretaries, and several as Deputy Assistant Secretaries. Finally, 26 women have reached the epitome of success as Ministers Plenipotentiary and Ambassadors Extraordinary. (KC)

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Women in the Department of State: Their Role in American Foreign Affairs

by Homer L. Calkin

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Foreword

Ben H. Read
Deputy Under Secretary
for Management

Written histories of the United States have paid too little attention to the role of women. With this first written record of women in the conduct of foreign affairs, the Department of State hopes to make partial amends for its long period of neglect.

The institutional failings in the treatment of women that appear in this work are made evident. That is as it should be. Each generation must learn from past errors if the quality of present and future life is to be improved. What is remarkable, given the obstacles that existed, is the record of achievement of State Department women described in this history.

The leadership of the Department is now totally and aggressively dedicated to making women full and equal participants in the mainstream of foreign affairs. I hope that future historians will find that the record of this period reflects well on this effort.

—Ben H. Read
Deputy Under Secretary
for Management
April 1978

Cyrus Vance
Secretary of State

"This Department, whose mission it is to conduct the foreign policy of this government, must impress the rest of the world with our concern for human rights by clearly demonstrating that those same rights are guaranteed to our employees at home and abroad."

—Cyrus Vance
Secretary of State
November 1977

Preface

In 1976, Deputy Under Secretary of State for Management Lawrence S. Eagleburger endorsed a history of women in the Department of State and the Foreign Service. The Equal Employment Opportunity Office requested assistance from the Historical Office, Bureau of Public Affairs, which agreed to cooperate in carrying out the undertaking. The project has developed in four phases. The first was an article entitled "Women in American Foreign Affairs" which was published in the Department of State *Newsletter* for August/September 1976 and, as a reprint, has been used widely for recruitment. When the editors of *L'Echo de la Bourse*, Belgium's leading financial daily, decided to honor the bicentennial of American independence with a special issue on December 23, 1976, they selected this article for inclusion. The second phase of the study was the use of the material for the Department's annual Women's Week Exhibit in August 1976, including Secretary of State Henry A. Kissinger's proclamation of that annual week. The third phase of the project was an expanded history of women in the Department of State and their place in American foreign affairs, published as an in-house study in August 1977 under the title, *Women in American Foreign Affairs*. The fourth phase is this present revised and illustrated study of women in the Department of State.

This study is intended to provide a broad historical account of the nearly 200 years during which women have been striving to achieve a greater place in the Department of State and its Foreign Service. No attempt has been made to discuss in depth the policy matters which women dealt with or to provide biographical sketches of the various women. There is a need for these to be done while recollections are still fresh. There is also a need for more detailed analyses of responses within the Department during the recent period when the government has mandated that every agency should have positive programs to create equal opportunities for women.

No attempt has been made to include a discussion of women in all foreign affairs agencies. It is recognized that women in the U.S. Information Agency (now the International Communication Agency), the Agency for International Development, the Department of Agriculture, the Treasury Department, and numerous other agencies have had a role in American foreign affairs. Likewise, employees' spouses have played a part in the relations of the United States with other countries. Their history should also be written.

A number of organizations and individuals have cooperated considerably in aiding the research and completion of this study. The Houghton Library, Harvard University, made available the Joseph P. Grew papers; the Schlesinger Library, Radcliffe College, the transcripts of interviews by Jean Joyce of participants in the Ad Hoc Committee to Improve the Status of Women and the Women's Action Organization; the Ohio Historical Society, the Warren G. Harding papers; and the Manuscripts Division, Library of Congress, the Wilbur J. Carr and Leland Harrison papers. Milton Gustafson and his staff in the Diplomatic Records Branch of the National Archives and Records Service assisted greatly in the use of the older records of the Department of State. Lucile Atcherson (Mrs. George M. Curtis), as the first woman Foreign Service officer, contributed her recollections in an interview in March 1978.

Within the Department of State, Wilmer Sparrow and the research staff of the Foreign Affairs Document and Reference Center and Evelyn R. Manning of the Personnel Library of the Bureau of Personnel were very helpful in locating files and documents of use in researching and writing this account. The Audio-Visual Services Division, Harry E. Keiper, Chief, has provided great assistance in producing many of the illustrations for this volume. Paul M. Washington and the editorial staff of the Publishing and Reproduction Division advised me on various aspects of publishing this study and have provided excellent editorial assistance. Georgiana M. Prince and Margaret D. Anderson of the Office of Equal Employment Opportunity continually gave advice and encouragement, as well as relevant data on women in the Department and the government, throughout the time the project has been underway. Mary M. Brandt of the Office of The Historian, Bureau of Public Affairs, has been an able research assistant from the initiation of the study until its completion.

Homer L. Calkin

Washington, D.C.
April 1978

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Chapter I

The Status of American Women During Two Centuries

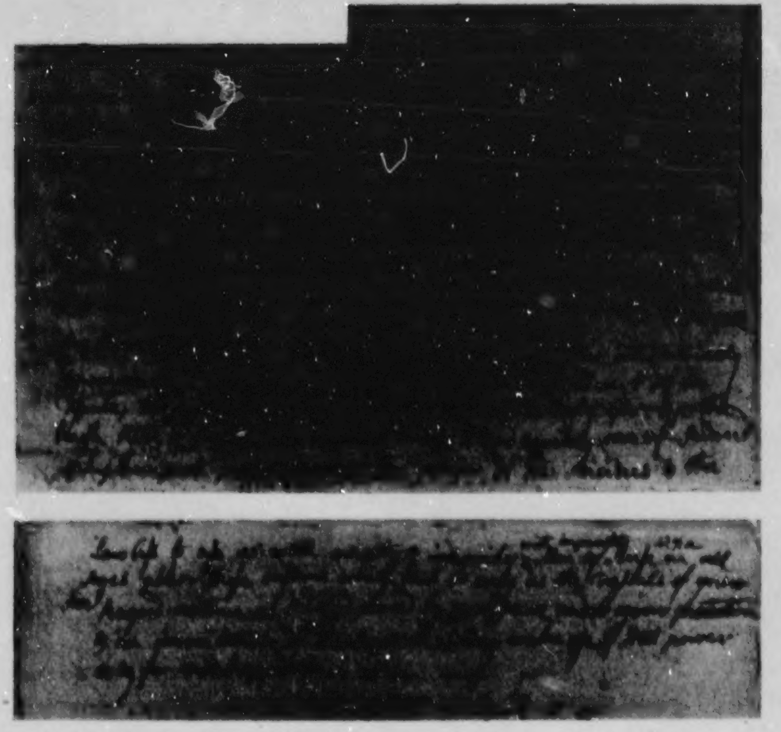
Changes in Status and Role of Women

During 200 years of independence, the United States has witnessed great changes in the status and role of American women. In 1776 most women were housewives and bearers of children. Some were domestic servants, seamstresses, or milliners; widows sometimes handled their husbands' businesses, such as managing an inn, store, or newspaper. Black women were in almost total slavery.

Regardless of geographical location or social status, women had many duties but few rights. Married women were especially restricted; they had no rights of property, even when inherited, or to their own earnings, could not sign contracts, or have rights to their children in cases of legal separation. The right of women to vote did not even become an issue until many decades after America became an independent republic. Education for women was limited largely to the well-to-do and consisted of lessons in embroidering, painting, singing, and playing the harpsichord.

Abigail Adams was well aware of these conditions. In a letter to her husband, who was at the Continental Congress in Philadelphia in 1776, she urged him to consider these matters:

> . . . in the new Code of Laws which I suppose it will be necessary for you to make I desire you would Remember the Ladies, and be more generous and favourable to them than your ancestors. Do not put such unlimited power into the hands of the Husbands. Remember all Men would be tyrants if they could. If perticular care and attention is not paid to the Ladies we are determined to foment a Rebelion, and will not hold ourselves bound by any Laws in which we have no voice, or Representation.
>
> That your Sex are Naturally Tyrannical is a Truth so thoroughly established as to admit of no dispute, but such of you as wish to be happy willingly give up the harsh title of Master for the more tender and endearing one of Friend. Why then, not put it out of the power of the vicious and the Lawless to use us with cruelty and indignity with impunity. Men of Sense in all Ages abhor those customs which treat us only as the vassals of your Sex. Regard us then as



1. Extract from a letter, dated Mar. 31, 1776, from Abigail Adams to her husband in which she urges him to "Remember the Ladies." (Source: Massachussetts Historical Society)

> Beings placed by providence under your protection and in immitation of the Supreem Being make use of that power only for our happiness.[1]

Others added their voices and their pens to that of Abigail Adams in discussions of the place of women in the United States. For instance, in 1829 Frances Wright, a co-editor with Robert Owen of an Indiana newspaper, wrote:

> Until women assume the place in society which good sense and good feeling alike assign to them, human improvement must advance but feebly. It is in vain that we would circumscribe the power of one half of our race, and that half by far the most important and influential. . . . Let women stand where they may in the scale of improvement, their position decides that of the race.[2]

Two events at the beginning of the 19th century were instrumental in changing the role of American women. First, the industrial revolution led many women to become wage earners instead of homemakers. The invention of the spinning jenny and looms driven by harnessed water power gave great impetus to the textile industry. It was only natural that women who had developed skills at spinning and weaving at home should transfer these abilities to the factory. By the mid-19th century women had expanded their occupational pursuits and were working at more than a hundred industrial tasks.

The second major event having a far-reaching impact was the Louisiana Purchase of 1803. With the opening of a large portion of the continent to exploration and settlement, westward expansion and industrial development increased rapidly. At the same time the U.S. population, through natural growth and immigration, was multiplying rapidly. As a result, women were needed in the field of education—their first opportunity to enter a "professional" field. Closely related to this was the opportunity for women to gain an education. Oberlin College was the first to open its doors in 1833 to all comers, regardless of sex or color.

In the 1830's women began to organize and present petitions to Congress against slavery. When the House of Representatives passed a resolution forbidding the presentation of these petitions, John Quincy Adams followed his mother's example and took up the cause of the women. In a speech on the right of the people to petition, he asked:

> Why does it follow that women are fitted for nothing but the cares of domestic life, for bearing children and cooking food of a family, devoting all their time to the domestic circle—to promoting the immediate comfort of their husbands, brothers, and sons? . . . The mere departure of women from the duties of the domestic circle, far from being a reproach to her, is a virtue of the highest order, when it is done from purity of motive, by appropriate means, and the purpose good.[3]

In 1844, Margaret Fuller, who was to become the first woman on the staff of a New York newspaper, published *Woman in the Nineteenth Century*. In this she stated:

> What Woman needs is not as a woman to act or rule, but as a nature to grow, as an intellect to discern, as a soul to live freely and unimpeded, to unfold such powers as were given her when we left our common home.[4]

Four years later American women, under the leadership of Lucretia Mott and Elizabeth Cady Stanton, took an important step. They sought greater recognition of their social, civil, and religious rights at a "Woman's Rights Convention," held in Seneca Falls, New York on July 19 and 20, 1848. In a "Declaration of Principles," they declared that "all men and women are created equal." To accomplish this equality they planned to "employ agents, circulate tracts, petition the State and national legisla-

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2. Elizabeth Cady Stanton (left) and Lucretia Mott (right), leaders of the "Woman's Rights Convention" held in Seneca Falls, New York, July 19 and 20, 1848. (Source: Library of Congress)

tures, and endeavor to enlist the pulpit and the press on our behalf."[5]

Among the resolutions adopted by the Convention with only two or three dissenting voices were these:

> Resolved, That we deplore the apathy and indifference of woman in regard to her rights, thus restricting her to an inferior position in social, religious, and political life, and we urge her to claim an equal right to act on all subjects that interest the human family;

and

> That it is the duty of woman, whatever her complexion, to assume, as soon as possible, her true position of equality in the social circle, the church, and the state.[6]

The post-Civil War period saw increasing changes in the role of women. More were doing heavy manual labor while others were entering government offices to fill positions heretofore occupied solely by men. A few were entering the professions, becoming ministers, lawyers, and physicians. Trade unions began to admit women as members—the cigar makers in 1867 and the printers in 1869.

The emancipation of slaves and the adoption of the 14th and 15th Amendments to the Constitution brought to the fore the question of an enlarged electorate. The women, who had been deeply involved in the abolition movement, suddenly realized that they had not gained suffrage for themselves. If being free and a citizen entitled males to the right to vote, women leaders saw this as a precedent which might bring the vote to them.

By the beginning of the 20th century industrialization and urbanization had brought great changes. Because of the invention of the typewriter and other office machines, the number of office workers was growing rapidly. The number of women wage earners had increased more than thirtyfold in 60 years—from about 225,000 in 1850 to nearly 7.5 million in industry, business, and the professions in 1910.[7]

M. Carey Thomas, President of Bryn Mawr College, summed it up in 1908 in this manner:

> Women are one-half of the world, but until a century ago . . . women lived in a twilight life, a half life apart, and looked out and saw men as shadows walking. It was a man's world. The laws were men's laws, the government a man's government, the country a man's country. Now women have won the right to higher education and economic independence. The right to become citizens of the state is the next and inevitable consequence of education and work outside the home. We have gone so far; we must go farther. We cannot go back.[8]

Woman suffrage was accomplished with the adoption of the 19th Amendment on August 26, 1920. As a result women began to enter the field of politics. Gradually, they have sought, and have been elected to, legislative and executive positions in Federal, State and local governments. At the same time a number of women have received appointive government positions.

World War I and World War II influenced the role of women. As large numbers of men entered the military forces, industry, business, and the government turned to the women to perform needed tasks. This employment has continued in the postwar periods, and, at the present, women constitute 41 percent of the American work force.

Although the role of women in American life has been undergoing changes for many years, legislative actions to improve their status have not kept pace. In the past few years, however, a number of laws have been enacted and executive orders issued. Among these are: The Equal Pay Act of 1963, as amended, which prohibits any discrimination in wages, fringe benefits, etc. on the basis of sex; Title VII of the Civil Rights Act of 1964, as amended by the Equal Employment Opportunity Act of 1972 which prohibits discrimination based on sex in hiring, promotion, wages, etc.; and the Equal Rights Amendment (ERA) to the Constitution, which has not been ratified.

Two hundred years have seen many changes in woman's status and role. In the United States a woman's place is no longer only in the home but where she wants it to be.

Women in the U.S. Government

The government has been slower than industry in employing women. There were, however, isolated cases even before the U.S. Constitution was adopted. In 1773 Mary K. Goddard was appointed postmaster in Baltimore, a position in which she served at least 14 years. A second woman, Elizabeth Cresswell, was appointed and served as postmaster in Charlestown, Maryland during 1786–1787.[9]

These may possibly be the first two women who were government employees, although it is impossible to know for certain. "Firsts" among women employees are difficult to determine. Many pay records have been lost, so there is often no record of employment. Also, initials rather than given names were frequently used, so it is uncertain whether the person was a man or a woman.

Most of the early women employees were "copyists." Their job was to make duplicate or "fair" copies of documents before the invention of the typewriter. Work was performed on a part-time basis, and the women received a stated amount for each hundred words they copied. For many years they were not permitted to work in the government offices but worked at home.

This began to change when Charles Mason of Iowa was appointed Commissioner of Patents by President Franklin Pierce in March 1853. Mason found that models that had been submitted by inventors had been placed in the basement of the Patent Building where they were heaped upon each other and exposed to possible destruction. He thought these models "should be ... brought from their present dark and inconvenient recesses ... and exposed to the clear light of the upper day."

After he removed the patent models from the basement, Mason used it as quarters for women copyists. Thus, he became the first government official to permit women to do their work within a government building. This aroused opposition, especially on the part of his chief, Secretary of the Interior Robert McClelland.[10]

In 1855 Secretary McClelland, in commenting on this situation, wrote to a Congressman:

> I have no objection to the employment of females in the performance of such duties as they are competent to discharge, but there is such obvious

3. United States Patent Office, about 1860. In 1855 Charles Mason, Commissioner of Patents, permitted women to do their work in this building instead of at home. He was the first government official to allow the use of a government building in this way. (Source: Library of Congress)

> impropriety in the mixing of the sexes within the walls of a public office, that I am determined to arrest the practice. If the Patent Office can find any work for Miss [Clara] Barton out of the office, I have no objection.[11]

Clara Barton, founder of the American Red Cross, was one of the copyists in the Patent Office at the time of the controversy between Mason and Secretary McClelland. She was on the government payrolls in the Patent Office from 1855 to 1857 and from 1860 to 1865. During the Civil War, while she served as a nurse on the battlefield, she paid a substitute to perform her copyist duties.

The first legislation to recognize the employment of women by the Federal Government was an act of March 14, 1864.[12] This law established a maximum annual salary of $600 for women clerks. Six years later another act permitted the head of any department to appoint women to any clerkship at the same salary as men.[13]

In spite of the legal recognition of hiring women, there were mixed reactions to their employment. The *New York Round Table* of November 9, 1867 noted:

> . . . the task of the female copyists in the departments, and the quasi-factory duties of the girls in the printing bureau, are of a far less elevating character [than the profession of teaching], and produce rather a bad than a good influence. However, if women are overtaken by poverty in Washington, there is little choice between keeping a boardinghouse or going to the Treasury or poorhouse.[14]

The next year a joint committee of Congress made a survey of the possibilities of retrenchment in the executive branch of the government and of the economies that might be derived from a merit system. One question asked of various government agencies was:

> Are there any females among your subordinates? If so, state what proportion their compensation bears to that of males for the same service, and whether they compare favorably or not with males for diligence, attention, and efficiency.[15]

Replies varied greatly. An internal revenue assessor in New Hampshire said female clerks were "more attentive, diligent and efficient than males, and make better clerks." On the other hand, an assessor in New York doubted the wisdom of filling positions with women. Some government employees felt that they were getting good work from the women at a lesser wage than if men were employed.[16]

The next major legislation regarding the employment of women was passed in 1876.[17] According to the law, if the duties of a clerk could be "as well performed by a clerk of a lower class or by a female clerk," the head of a department could diminish the number of clerks at the higher grade and increase those at the lower grade. Thus, the principle of equal pay for equal work could be rejected by the head of an agency if he so desired.

The Pendleton Act of 1883 is, in Equal Employment Opportunity (EEO) circles, viewed as the first EEO law (merit vs. spoils system). In spite of good intentions, it did not guarantee equality. Only the passage of the Classification Act of 1923[18] established firmly the concept of equal pay throughout the government.

Employment of women by the Federal Government increased considerably during the last decades of the 19th century especially after the invention of the typewriter. This trend has continued during the 20th century, although the percentage of women in the total number of employees has fluctuated, upward in times of war and extensive government expansion and downward during periods of economic depression.

The 1960's were a period when a number of actions were taken to improve the position of women in government. In 1961 President John F. Kennedy established the Commission on the Status of Women to develop "plans for advancing the full partnership of men and women in our national life." Among other things the Commission was to make recommendations on "employment policies and practices of the Federal Government," which President Kennedy thought should be a "showcase of the feasibility and value of combining equality of opportunity on the basis of merit with efficient service to the public."[19]

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4. The typist at her typewriter, 1892. With the adoption and increase in the use of the typewriter during the latter part of the 19th century, women changed from being copyists to learning new skills as typists in government and business offices. (Source: Library of Congress)

A few years later—1967 and 1968—President Lyndon B. Johnson issued two Executive orders which stated it was the policy of the U.S. Government to provide equal opportunity to all qualified persons, to prohibit discrimination because of race, color, religion, sex, or national origin, and to promote equal employment opportunity through a positive program in each executive agency.

The Federal Women's Program was established the same year to "enhance the employment and advancement of women." President Richard Nixon integrated this program in the Equal Employment Opportunity Program in 1969.

Since the appointment of Mary K. Goddard in 1773, Federal employment of women has increased to 600,964 in 1975, or 42.1 percent of the total. At present 1.7 percent of the women are at the level of GS-13 ($26,022) or above. Since the 1930's only five women have held Cabinet positions.

Women in Diplomacy

Women are currently employed in nearly every area of government, including diplomacy. This latter field has not, however, been one that women have entered only recently. For example, in 1645 Madame Marechale de Guebriant was sent as an ambassador to accompany the Princess Marie Louise de Gonzague to her fiancee, the King of Poland. Because of false reports he had heard concerning the Princess, the King refused at first to carry out the engagement. Madame de Guebriant managed, through her skill and sagacity, to convince the King that he should consummate the marriage. A contemporary writer observed: "One cannot deny but that it hardly accorded with the dignity of a King to be represented by a woman."[20]

In 1701 King Augustus II of Poland sent the Countess of Konigsmark, a very beautiful and accomplished woman, as secret ambassador to attempt to conclude a peace treaty with King Charles XII of Sweden. Charles, fearing the possible wiles of a woman, declined to negotiate with her.[21]

However, these are only isolated cases, and it was not until the 20th century that most countries began to appoint women to diplomatic positions as a regular practice. Uruguay appointed a woman to one of its legations in 1912, and 2 years later Norway sent a woman secretary to Mexico. In 1922, the year in which the United States appointed Lucile Atcherson its first woman Foreign Service officer, Bulgaria named Mme. Naid Stanciof as first secretary of its legation in Washington.[22]

When President Franklin D. Roosevelt named Ruth Bryan Owen as Minister Plenipotentiary to Denmark in 1933, at least one other woman had held similar positions for at least 10 years. In 1923 Alexandra M. Kollantay had been named Minister and Trade Delegate from the U.S.S.R. to Norway.[23] She was subsequently Minister to Mexico, 1926–27, Norway, 1927–30, and Sweden, 1930–43, and Ambassador to Sweden, 1943–45.[24]

A recent survey of 72 countries, largely Third World and non-European in nature, showed that in 90 percent of them limited numbers of women are or have been in the career foreign service, in the home-based foreign ministry, or politically appointed to serve as ambassadors.[illegible] Thus, one can conclude that the United States has followed the same pattern as much of the world in employing women in foreign affairs, not being particularly in the forefront nor lagging behind other nations.

In considering the role of women in American foreign affairs, it must be kept in mind that our society as a whole discriminated against women for much of the first two centuries of American independence. Changes in the status and role of women came very slowly, with greatest advances being made only in the last few years. Among the Federal Government agencies the State Department was not the only one which was hesitant in changing and improving the place of women in its operations. On the other hand, there were times, as we shall see, when it was more advanced in its attitude than others. In the following chapters we will recount the struggles and achievements—or lack thereof—of women to gain a more responsible position in the conduct of diplomacy during nearly 200 years.

Notes

1. Abigail Adams to John Adams, Mar. 31, 1776. L. H. Butterfield, Marc Friedlaender and Mary-Jo Kline, eds., *The Book of Abigail and John, Selected Letters of the Adams Family, 1762–1784* (Cambridge, Mass. and London, England, 1975), p. 121.
2. Frances Wright, *Course of Popular Lectures* (New York, 1829), p. 44.
3. John Quincy Adams, *Speech . . . Upon the Rights of the People, Men and Women, to Petition* (Washington, 1838), pp. 67–68.
4. Margaret Fuller Ossoli, *Woman in the Nineteenth Century, and Kindred Papers Relating to the Sphere, Condition and Duties, of Woman*, Arthur B. Fuller, ed. (Boston, 1855), p. 38.
5. Elizabeth Cady Stanton, *Eighty Years and More* (New York, 1898), pp. 70–71.
6. *Report of the Woman's Rights Convention, held at Seneca Falls, N.Y., July 19th & 20th, 1848* (Rochester, N.Y., 1848), p. 15.
7. Eleanor Flexner, *Century of Struggle, The Woman's Rights Movement in the United States* (Cambridge, Mass., 1976), p. 236.
8. M. Carey Thomas, "A New-Fashioned Argument for Woman Suffrage," speech delivered at the National College League for Woman Suffrage, Oct. 17, 1908. Quoted in Flexner, *Century of Struggle*, p. 243.
9. U.S. Civil Service Commission, *Biography of an Ideal, A History of the Federal Civil Service* (Washington, D.C., 1974), pp. 160–1. The date of 1775 for Goddard is given in the biographical sketch of her in *Notable American Women*, Edward T. James, ed. (Cambridge, Mass. and London, England, 1971), 2:56.

10. Homer L. Calkin, "Charles Mason," *The Palimpsest*, July 1969, pp. 375–7.
11. Quoted in *Biography of an Ideal*, p. 162.
12. 13 *Stat.* 28.
13. 16 *Stat.* 250.
14. Quoted in Lucille Foster McMillin, *Women in the Federal Service* (Washington, 1941, 3rd ed.), p. 6.
15. 40th Cong., 2nd Sess., Report No. 47, May 25, 1868 [Serial 1358], p. 18.
16. *Ibid.*, *passim*.
17. 19 *Stat.* 169.
18. 42 *Stat.* 1488.
19. *Public Papers of the Presidents, John F. Kennedy, 1961* (Washington, 1962), pp. 799–800.
20. Graham H. Stuart, *American Diplomatic and Consular Practice* (New York, 1936), p. 212; Abraham de Wicquefort, *L'ambassadeur et ses functions* (London, 1840), pt. II, p. 96.
21. Frederick Van Dyne, *Our Foreign Service* (Rochester, N.Y., 1909), pp. 74–75.
22. Stuart, *American Diplomatic and Consular Practice*, p. 214.
23. *Ibid.*, p. 213.
24. *The International Who's Who*, 1947 (New York, 1947), p. 467.
25. Elizabeth J. Harper, *The Role of Women in International Diplomacy* (Washington, 1972).

Chapter II

Women in the Department and at International Conferences, 1800–1940

Providers of Goods and Services

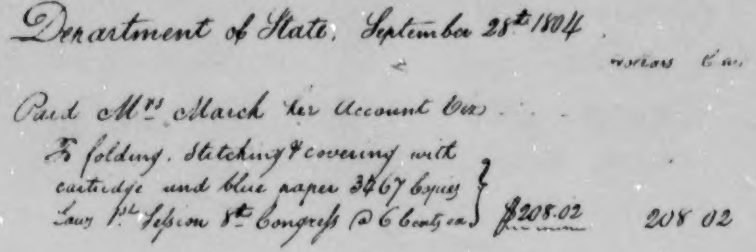
No evidence has been found that the Department of State employed or entered into financial arrangements of any kind with women prior to the beginning of the 19th century. From 1800 to 1874 women received payments from the Department for various goods and services they provided. These women performed work under a contract arrangement, supplied products needed in the operations of the Department, provided clerical assistance, and worked at custodial and related jobs.

Although it is possible that some women received payment from the Department in 1799 or earlier, the first date that has been found is January 3, 1800. While it was still located in Philadelphia, the Department paid $5 to Elizabeth Evans on that date for five pieces and seventeen parts of pieces of "taste."[1] Taste is a type of narrow silk ribbon. This was perhaps being purchased to be used in affixing the Great Seal to treaties and other official documents.

In 1804, the Department contracted with a Mrs. March of Washington, D.C., to fold, stitch, and cover with cartridge paper and blue paper 3,467 copies of the laws enacted by the 8th Congress, 1st Session. Six cents a copy—that was the amount Mrs. March received on September 28.[2] Thus, she became the first woman employee of the Department of State. Interestingly, there was no discrimination in pay or the size of the contract; the same amount was given to William Duane, a Washington editor and printer, for similar work.[3]

For many years any woman employed by the Department, as throughout the Federal Government, was hired on a part-time basis. The most common task was that of copyist, the forerunner of the stenographer or typist of today. These copyists—men and women—were hired before the typewriter and carbon paper became available to make copies of letters and other documents.

5. Record of payment to Mrs. March for binding laws enacted by Congress, Sept. 28, 1804. (Source: National Archives)

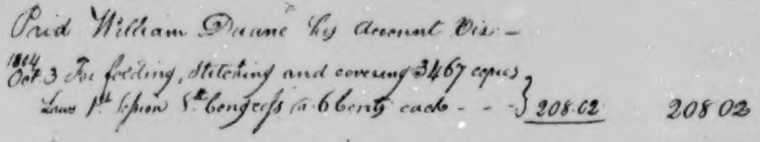


Department of State, September 28th 1804

[illegible]

Paid Mrs March her Account Viz

To folding, stitching & covering with cartridge and blue paper 3467 copies Laws 1st Seſsion 8th Congreſs @ 6 cents ea } $208.02 208 02



Paid William Duane his Account Viz:—

1804 Oct 3 For folding, stitching and covering 3467 copies Laws 1st Seſsion 8th Congreſs @ 6 cents each - - - } 208.02 208 02

6. Record of payment to William Duane for binding laws enacted by Congress, Oct. 3, 1804. Note that the payment was the same amount for the same work as that made to Mrs. March. (Source: National Archives)

On June 12, 1826, Lucy Baker received $31.88 for copying more than 25,000 words at 12½ cents per 100, the same rate men were receiving at that time.[4] Apparently the Department of State soon realized it was paying more than the standard government rate. Two months later, on August 12, Baker copied 86,404 words for 10 cents per 100, or $86.40 for the total job. Again, men and women received "like pay" for "like work," as the rate paid to men was also reduced to 10 cents.[5] The rate for copying foreign-language documents—usually French or Spanish—was 15 cents per 100 words.

Baker was paid a total of $212.80 during 1826 and 1827.[6] During the same period, Helen Davis received $221.20.[7] Many received much less. For instance, in 1839 Sarah E. Jones was paid $6.61 for copying documents from Maine and from the U.S. Minister in London who was writing to the Department about the tobacco trade.[8] Among the copyists there was one who is known for reasons other than being a copyist for the Department of State. Rose Greenhow, who became a Confederate spy in Washington during the Civil War, received $19.19 in 1850 for copying 19,190 words.[9]

The documents that were copied covered a variety of subjects. They included papers on the Treaty of Ghent and on Mexican and Peruvian affairs; communications from the Governor of the Iowa Territory; and recordings of laws passed by the Congress.[10]

The Department of State, as the agency responsible for taking the decennial census of the population of the United States from 1790 to 1840, employed women to do a number of tasks connected with the 1840 census. Pamela Mounts examined and corrected 2,538 sheets of census returns at 6 cents a sheet and made 25 recapitulations at 73 cents each for a total of $171.03.[11] Jane and Margaret Weaver received more than $565 at $3 a day for preparing a census of war pensioners. To do this they had to review and extract information from many thousands of census returns sheets.[12]

Not all women hired by the Department during the first half of the 19th century performed clerical tasks. Since a regular janitorial force had not been established by the government, men and women were frequently hired for specific cleaning tasks. On July 11, 1828, Fanny Buchanan received $10.27 for washing windows in the Northeast Executive Building, the building occupied by the Department of State from 1819 to 1866. The next year she was paid $22.55 for scrubbing 6 rooms at 50 cents each; scrubbing 18 doors and washboards and 69 windows (2 glass doors in the library were considered equal to 1 window) at $18^{3}/_{4}$ cents each; and scrubbing 26 window blinds at $12^{1}/_{2}$ cents each.[13]

Wages did not increase during the next few years. The Department paid Rhoda Moore $6 in 1841 to dust nine rooms and various books, which included printed documents and bound newspapers, in the garret, $4 for scrubbing eight rooms, and $4 for cleaning the paint in two rooms.[14]

This was also before paper towels were available, so someone had to launder the cloth towels that were furnished employees. Louise Warren did this frequently during the 1820's for 75 cents a dozen.[15] She was probably from the family of Joseph Warren, a Negro who tended the horses and served as a messenger for the Department of State.

Cecilia H. Martin had a task in 1851 that was probably unique among the people who supplied goods and services to the various government agencies. She made the cotton bags used by the Department in sending despatches and other communications between Washington and the consular and diplomatic posts.[16]

Applicants and Appointees (1833–74)

The records of the Department of State contain no clues on how the first women received copy work to perform or why certain ones were hired to perform custodial functions. Whether it resulted from personal contacts or formal applications cannot be determined.

The earliest letter in the Department's file of applications in which a woman requested employment is dated August 24, 1833. After a personal interview with Secretary of State John Forsyth, Caroline Clementson wrote him to "ask the favor of being employed" at transcribing documents, recording the laws, or "such other [work] as may present itself."[17]

Likewise, a Mrs. Sherburne, after an interview with Secretary Daniel Webster, wrote in 1842 that she would be "extremely obliged for any writing from the Department of State" which Secretary Webster thought she was capable of executing. Mrs. Sherburne assured the Secretary that any writing entrusted to her would be returned "with all possible dispatch."[18]

One of the first applicants for a full-time position with the Department—not part-time copy work at home—was Ann Adams. In a letter of August 8, 1862 to Secretary of State William H. Seward, Adams noted that "many of those engaged in the Department of State have been urged by the exigencies of the times to join the Army and still more should be emulous of following their worthy example." She suggested that "many of these vacancies be filled by women."

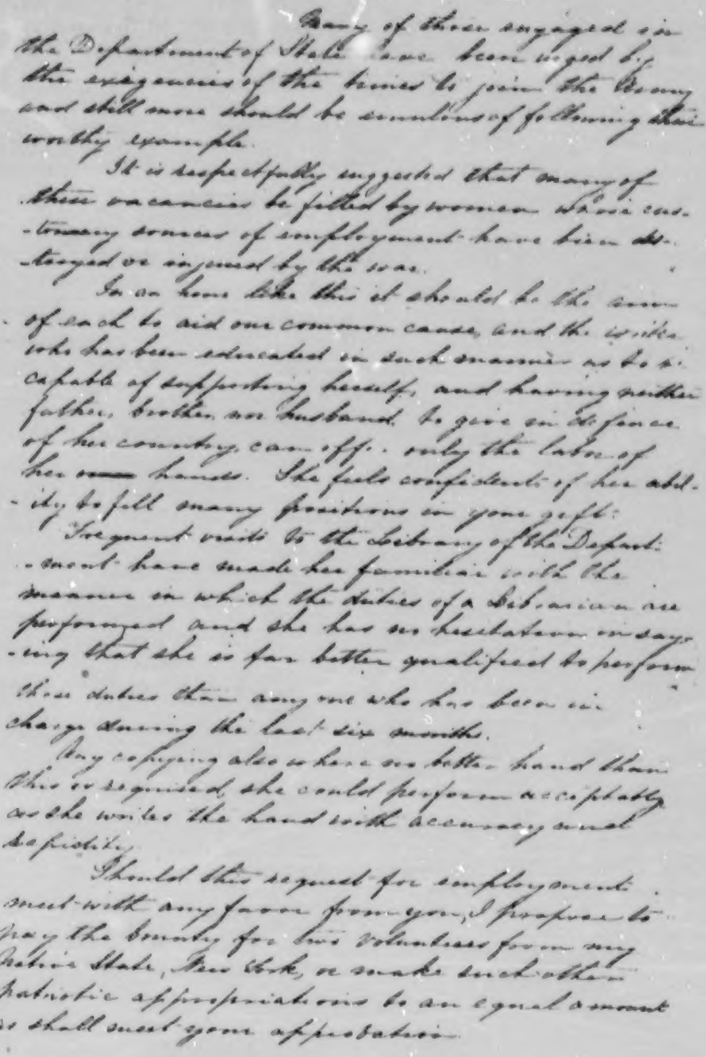
In "an hour like this," she thought it "should be the aim of each to aid our common cause." Ann Adams wrote that she had been educated in such a way as to be able to support herself, and "having neither father, brother, nor husband, to give in defence of her country can offer only the labor of her hands."

On frequent visits to the Department Adams had become familiar with the duties of librarian. Therefore, she had no hesitation in saying that she was "far better qualified . . . than anyone who has been in charge during the last six months." Furthermore, if she were employed, Adams proposed "to pay the bounty for two volunteers from my Native State, New York, or make such other patriotic appropriations to an equal amount as shall meet your [Seward's] approbation."[19]

Ann Adams was not employed, nor is there any evidence that her letter was even acknowledged. It should be noted, however, that it was a fairly general custom from President Washington to President Cleveland not to answer letters soliciting positions in the government or recommending people for such appointments.[20]

In 1874 Secretary of State Hamilton Fish proposed to Congress that the full-time clerical staff of the Department of State be increased. The Congress approved an appropriation bill on June 20, 1874 which included a provision for "thirteen clerks, each of which shall receive a compensation at the rate of nine hundred dollars a year."[21]

While the Congress was debating the proposed legislation in March and April, people began to apply for the new clerical



Many of those engaged in the Department of State have been urged by the exigencies of the times to join the Army and still more should be emulous of following their worthy example.

It is respectfully suggested that many of these vacancies be filled by women whose customary sources of employment have been destroyed or injured by the war.

In an hour like this it should be the aim of each to aid our common cause, and the writer who has been educated in such manner as to be capable of supporting herself, and having neither father, brother nor husband to give in defence of her country, can offer only the labor of her own hands. She feels confident of her ability to fill many positions in your gift.

Frequent visits to the Library of the Department have made her familiar with the manner in which the duties of a Librarian are performed and she has no hesitation in saying that she is far better qualified to perform these duties than any one who has been in charge during the last six months.

Any copying also where no better hand than this is required, she could perform acceptably as she writes the hand with accuracy and rapidity.

Should this request for employment meet with any favor from you, I propose to pay the bounty for two volunteers from my native State, New York, or make such other patriotic appropriations to an equal amount as shall meet your approbation.

7. Ann E. Adams seeks library position. In a letter of Aug. 8, 1862 she suggests to Secretary of State William H. Seward that women can fill vacancies caused by men leaving to fight in the Civil War. (Source: National Archives)

positions that had been proposed. At least 19 women and an unknown number of men were among the applicants. By July 1, 10 of the 13 positions were filled—5 by women and 5 by men. The remaining three positions were filled by men, between August 1 and December 7, 1874.[22]

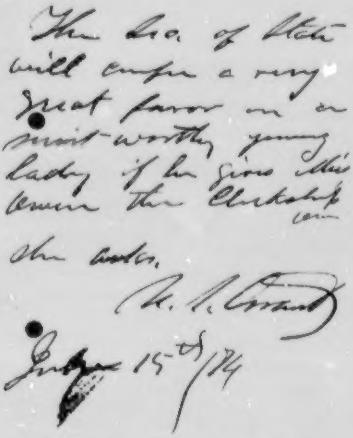
The five successful women[23] thus became the first women to fill established full-time positions in the Department of State. They were not from any one section of the United States. Their birthplaces were the District of Columbia and the States of Pennsylvania, Ohio, and Georgia. Their residences at the time of appointment were Pennsylvania, Michigan, Indiana, Georgia, and Maryland.

Without exception all were recommended by persons in high government places: four by Senators and Representatives; one by Chief Justice M. R. Waite; one by Secretary of the Navy George Robeson; and one by William Evarts who was to become Secretary of State in 1877. President Ulysses S. Grant supported the applications of Charlotte L. Adams and Sue Hamilton Owen.

Two were daughters of former employees of the Department of State. Mary Markoe's father was Francis Markoe who gave "long, intelligent and faithful service in the Department." Sue Hamilton Owen was the daughter of Allen F. Owen, a former Congressman from Georgia and U.S. consul in Habana, Cuba from May to December 1851.

The women and their qualifications were described in various ways. Mary Markoe was considered to be "a lady of culture & refinement, thoroughly competent to perform clerical duties, and with her knowledge of foreign languages, might make herself useful in the matter of translation." Congressman Godlove Orth of Indiana described Nellie Joselyn as a "most worthy lady—and fully competent to discharge faithfully and creditably such duty as the Department may assign her." Sue Owen was called "very competent & charming."

In several cases the fathers of the women were dead, so the applicants were the sole support of themselves and other family members. Consequently, they greatly needed employment. Chief Justice Waite, in recommending Sue Hamilton Owen, wrote that the "entire property of the family has vanished during the [Civil] war and the support of an invalid mother is dependent upon the earnings of two daughters."[24]



The Sec. of State
will confer a very
great favor on a
most-worthy young
lady if he gives Miss
Owen the Clerkship
on
she asks.
U. S. Grant
Jany 15th/74

8. Note from President U. S. Grant in which he supported the application of Sue Hamilton Owen, 1874. (Source: National Archives)

When the new employees began working for the Department in 1874, they were placed under the supervision of the Chief Clerk, Sevellon A. Brown, rather than being assigned to specific bureaus. Office hours were from 9:00 a.m. to 4:00 p.m. Regulations stated that "it is expected that the reading of newspapers in the Department will be dispensed with during business hours. Clerks and employees are not permitted to visit each other or to receive visits during business hours."[25]

Mary Markoe was the first of the women clerks to be promoted, being advanced to "clerk of the first class" at a salary of $1,200 on August 10, 1877. Three of the men who were appointed at the same time as Markoe preceded her in receiving promotions, and the positions they vacated were filled by other men in 1874 and 1875.

Of the five women who were hired in 1874, one resigned prior to December 1877, and all except Markoe were off the rolls of the Department by October 1883. Of the 15 men who held the 8 positions in 1874 and 1875, only 5 remained in 1883. Michael Scanlon had become Chief of the Bureau of Statistics in 1880; T. John Newton and F. J. Kieckhofer had been promoted to clerk of class 2 ($1,400) and clerk of class 4 ($1,800) respectively and were assigned to the Bureau of Rolls and Library; Thomas Cridler was head of a division in the Diplomatic Bureau (he was later to become Third Assistant Secretary of the Department from April 8, 1897 to April 1, 1901); and Thomas Griffin was at the same grade level as Mary Markoe.[26]

Slowly Expanding Numbers of Women Employees

The five women appointed in 1874 constituted 9.4 percent of the total number of employees in the Department of State at that time. Among the clerks at the $900 level, the women held 38.4 percent of the positions. With the resignation of one woman by the end of 1876, the number of women remained at four for several years. Although there were further resignations during these first years, each woman who resigned was replaced by another woman.

The first noticeable increase in the number of women in the Department of State came in 1881–1882 when there were 10 on the rolls. This number remained fairly constant until the end of the 19th century when there was approximately a 50 percent increase and women held 20.5 percent of all positions.

During the first 10 years all of the women clerks who were employed by the Department remained in the central clerical pool under the Chief Clerk. This arrangement was changed only with the assignment of Annie C. Knox to the Consular Bureau in 1884.

Increasing numbers of women applied for positions during the administration of President Grant. There were at least 35 applying for clerkships, 24 as charwomen, and 1 as a stenographer.

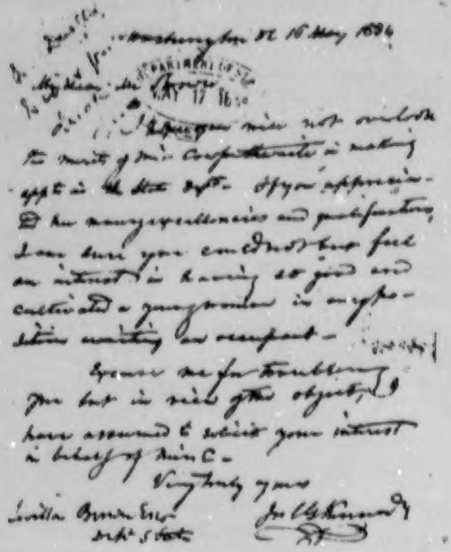
Lucy Abbott, with 4 years of experience as a typist, was one of those who applied for a clerkship. In connection with her application in 1881, which was supported by Chief Justice Waite, she submitted samples of her typing and offered to bring her typewriter if hired. "I think I can claim to be an expert in that kind of work," she added. Her application was well received, and she was finally appointed as a clerk at $900 on December 27, 1886, after 14 years in the Department of the Interior.[27]

A Miss Cowperthwaite was recommended for a position with the Department of State in 1884. Sevellon Brown, Chief Clerk, sent the letter to Timothy Dwight, Chief of the Bureau of Rolls and Library, with a note, "Is this your chick?" Dwight, who apparently had interviewed Miss Cowperthwaite earlier, replied that she "would scorn to be called anybody's chick. She would be a good clerk, but I can't understand why she is so anxious to leave $1200 for $900. I told her there was no chance."[28] She did not receive an appointment in State.[29]

Some information is available on several of the women hired between 1878 and 1909 by the Department of State. Of 31 women, 9 had attended public school or high school, 11 college or business schools. The women attended schools not only in the United States but in France and Great Britain. For instance, Anne Shortridge attended college in Edinburgh, Scotland, and Emma Sheridan was a graduate of the Sorbonne. Kathryn Sellers of Ohio had received private instruction in the German, French, Spanish, and Russian languages.

Twelve of the 31 women had worked for private industry, individuals, or organizations, such as railway companies; as private secretary to several wives of Cabinet officers and Senators; for the National Republican Committee; or as teachers and librarians. Sixteen had worked for other Federal Government agencies before coming to the Department of State.[30]

For the same period of time (1878–1909) it is possible to learn something of the geographical distribution of 45 women employees. Nine had been born in New York; five in Pennsylvania; five in Virginia; four in Ohio; two in Maryland; and one each in Arkansas, Iowa, Kansas, Kentucky, Missouri, New Jersey, South Carolina, and Italy.[31] Their places of residence at the time of appointment were in 17 states and the District of Columbia. The District was first with seven, followed by New York with six, and Virginia with five. Pennsylvania was claimed as the legal resi-



Washington DC 16 May 1884

My dear Mr Brown

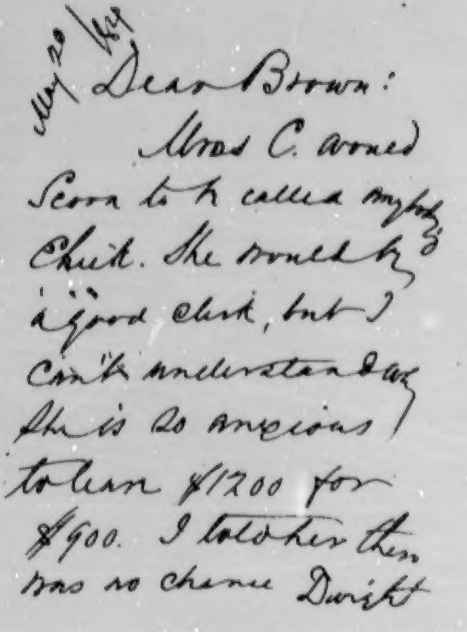
I hope you will not overlook the merits of Miss Cowperthwaite in making appts in the State Dept. If you appreciate the many excellencies and qualifications, I am sure you could not but feel an interest in having so good and cultivated a young woman in any position worthy an incumbent –

Excuse me for troubling you but in view of the object, I have assumed to solicit your interest in behalf of Miss C.

Very truly yours

Sevellon Brown Esq.
Dept State

9. Note from Sevellon Brown to Timothy Dwight in which he asked about a Miss Cowperthwaite, "Is this your chick?" (Source: National Archives)



May 20/84

Dear Brown:

Miss C. avows scorn to be called anybody's chick. She would be a good clerk, but I can't understand why she is so anxious to leave $1200 for $900. I told her there was no chance Dwight

10. Dwight's reply to Brown that Cowperthwaite would "scorn" to be anybody's "chick." (Source: National Archives)

dence by four, Ohio and Indiana by three each, and Massachusetts, Maryland, Illinois, and Iowa by two each.[32]

Bertha S. (Davis) Rodrick entered the Department on May 16, 1901 to assist in bringing up-to-date the volumes of the *Foreign Relations of the United States*. After the first volume was completed, money for the project ran out, and Davis was out of work. A short time later she was reemployed by the Department and started to work in the Bureau of Indexes and Archives.

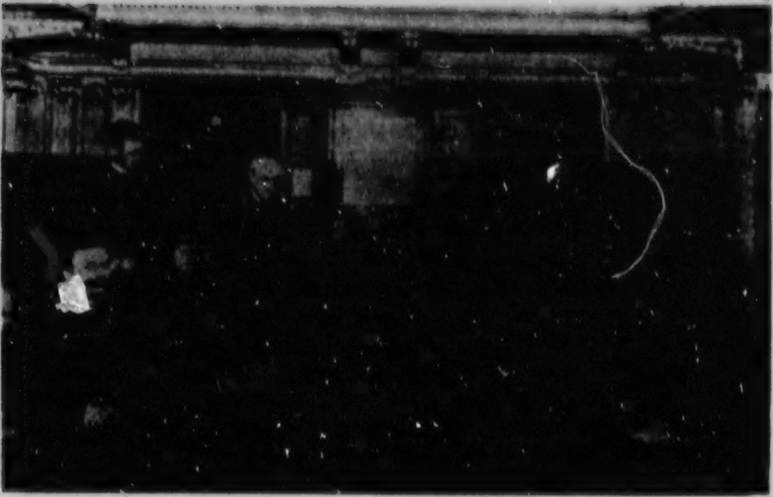
In an interview 48 years later she recalled "three elderly ladies wearing powdered blond wigs and colorful Victorian-style dresses with long, sweeping trains . . . diligently recording for posterity" the documents and letters of the Department. These three ladies, including one of the first five women in the Department, were having to face the mechanical age about the time Davis began working with them. The Department had introduced the typewriter into the recording branch of the bureau to speed the processing and recording of documents. One of the women, recalled Mrs. Rodrick, was very proud of her fingernails. As a result, in order not to ruin them, she developed a new and ingenious method of typing. She would hold a pencil in each hand with the erasers pointed down. She would then strike the keys, one by one, with the pencils until her recording of the documents was completed. Unfortunately, the Department's attempt to speed the processing of correspondence had failed.

The three elderly women also seemed to be worried that the younger woman (Rodrick) might put them out of work. Rodrick recalled that one told her, "Slow down, young lady. Take it easy! Just wait until you're here as long as we have been." Rodrick was with the Department longer than the three older women. She continued to work for the Department until she retired after 50 years of service. Her last assignment was Chief of the General Inquiries Section of the Passport Division.[33]

From the time Mary Markoe was promoted to clerk of the first class at $1,200 per year on August 10, 1877 until she retired in 1906 or 1907, she did not receive another promotion nor earn more than $1,200 per year. In some cases promotions, even when supported by congressional and executive branch officials, were not forthcoming. Secretary of War Robert Todd Lincoln wrote on November 15, 1880 to Assistant Secretary of State John Hay, recommending his cousin, Ella T. Canfield, a widow from Illinois and currently employed in the Census Bureau, for a position in the Department of State. She received a temporary appointment at $900 on March 1, 1881 and became permanent on August 5, 1882.

After Canfield had been with the Department slightly more than 4 months, Secretary Lincoln asked for a promotion for her.

35



11. Bureau of Rolls and Library, 1894. Standing, l. to r., Stanislaus M. Hamilton, Walter Menton, William McNeir, R. N. Boyd (messenger); sitting, l. to r., George L. Scarborough, Lucy E. Abbott, Walter H. Chew, Caroline Lawrence, Andrew H. Allen, and William C. Mayo. (Source: *American Foreign Service Journal*)

12. Bertha S. Rodrick being commended by Secretary of State Dean Acheson for 48 years of service, 1949. (Source: *American Foreign Service Journal*)

Congressman William M. Springer of Illinois likewise recommended her promotion to $1,200. In addition 19 Congressmen petitioned the Department on July 10, 1882 in support of Mrs. Canfield. The Department refused to accede to the request. In reply the Congressmen wrote to Assistant Secretary John Davis that the reasons for not promoting her "are not deemed satisfactory to us." All of this accomplished nothing. Canfield was not promoted, and she remained at the $900 level until she left the Department in 1892 or 1893.[34]

In the interview Rodrick gave in 1949, she stated, "It was rumored that [Secretary] Hay considered that no woman was worth more than $1,200." Things improved under Secretary Elihu Root, she said.[35]

It appears that Hay's opposition to promoting women beyond a salary of $1,200 was, for the most part, more than a rumor. Seven women had reached this level before he became Secretary of State, and six more were promoted to that level during his administration. Of the 13, only 1 got a further promotion. On November 4, 1898, Maud Stalnaker, whose initial appointment had been as a clerk at $1,200, became the first woman to be promoted to clerk, class 2, with a salary of $1,400. Hay had been appointed only 6 weeks earlier so it is possible, but not necessarily true, that he approved this one promotion during his time in the Department. None of the others, however, was able to advance to this higher level.

On the other hand, within 5 months after Root replaced Hay as Secretary, Margaret M. Hanna was promoted on December 4, 1905 to clerk of the second class. She was followed by two others—Mary Greer and Mary Katherine Leatherman—within a few months.[36]

Women in Supervisory and Professional Positions

Margaret M. Hanna was appointed confidential clerk in the Bureau of Indexes and Archives in 1895. For the next 20 years she was the principal assistant to Second Assistant Secretary of State, Alvey A. Adee. In 1898, during the Spanish-American War, Adee and Hanna were the only ones available to code and decode the messages relating to the secret peace negotiations.[37]

Between 1902 and 1928 Hanna was detailed to work with a number of American delegations to international conferences. These included the Pious Fund Arbitration at The Hague in 1902; the Venezuelan Claims Commission at Caracas, 1903; the Second

Peace Conference at The Hague, 1907; and the Fourth International Conference of American States at Buenos Aires in 1910, the Fifth Conference at Santiago in 1923, and the Sixth Conference at Habana in 1928.[38]

During World War I, the Department grew in size, and the volume of correspondence increased from a few pieces a day to many hundreds of letters and other forms of communications—many of them urgent—in any one day. On October 7, 1918 the Correspondence Bureau was established as a part of the office of Alvey Adee. All mail from drafting officers was to be "carefully read" there, and the Chief of the Bureau was authorized "to offer tentative suggestions in change of wording in outgoing correspondence and to correct freely obvious errors of grammar, orthography, or form." The Bureau was abolished on June 15, 1920, but the functions were continued under Adee. The function was assigned on January 31, 1924 to the Office of Coordination and Review with responsibility over all outgoing diplomatic, consular, and miscellaneous correspondence.[39]

Margaret Hanna became Chief of the Correspondence Bureau when it was created in 1918 and of the Office of Coordination and Review in 1924 when it replaced the earlier organization. Thus, she became the first woman to assume a supervisory role in the Department of State. She continued in this position until she joined the Foreign Service in 1937.

It was 35 years after the Department hired the first full-time women employees before any woman was appointed to a professional or semiprofessional position. On September 16, 1909, Anne H. Shortridge of New York became a law clerk at $2,500 per year. Other women in the legal profession likewise found positions with the Department. For instance, Anna A. O'Neill and Ethel L. Lawrence were appointed law clerks in 1918 and 1923, respectively. O'Neill was promoted to Assistant Solicitor in 1922, a position she held until she became an assistant to J. Reuben Clark, Jr., Under Secretary of the Department from 1928 to 1929 and to Joseph P. Cotton, Under Secretary from 1929 to 1931.

13. Anna O'Neill rose from law clerk to assistant to the legal adviser during her employment in the Department. (Source: *American Foreign Service Journal*)

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On July 1, 1931 she became an assistant to the Legal Adviser. In addition she was counsel to the United States in arbitration proceedings with Sweden in 1932; legal adviser to the American delegation to the 7th International Conference of American States at Montevideo in 1933; and assistant to the U.S. agent in the Trail Smelter controversy between the United States and Canada in 1937.[40]

After World War I the Department began to consider expansion of some of its intelligence activities. When Secretary of State Robert Lansing learned in 1919 that Dorothy Read was leaving the Military Intelligence Service, he cabled William Phillips, Assistant Secretary of State, from Paris. Lansing felt that her knowledge of Russia and the Russian language should be made available to the Department. "Rioting and Bolshevism will continue to be [at the] center of international study and activity for a long time. We must enlarge our Russian Division even at the expense of other Divisions."[41] Read accepted an appointment as a temporary employee at $1,500 and entered on duty February 21, 1919. She worked until April 6, 1920 when she resigned.[42]

Three women held positions directly concerned with American buildings overseas. Nan Howard, an interior decorator, was hired for a short time in 1932 to supply furniture layouts, colored sketches, photographs, and samples of materials for decorating and furnishing the American legation in Prague. Louise Menefee performed a similar function in Paris that same year. In 1937 Irene de Bruyn Robbins of New York was appointed Assistant Chief of the Foreign Service Buildings Office at $6,500 a year.[43]

In 1936, Mrs. Carroll Miller of the Democratic National Committee asked Secretary of State Cordell Hull if the Roosevelt administration had placed any women in places that they had not formerly held.[44] Secretary Hull replied that only two positions seemed to fall within the scope of the inquiry. One was that of Minister Plenipotentiary to Denmark, filled by Mrs. Ruth Bryan Owen. The other position was that of private secretary to Secretary Hull. Miss Will Harris, a native of Livingston, Tennessee, was the first woman to hold this posi-

14. Will Harris, first woman to hold the position of personal secretary to the Secretary of State. (Source: *American Foreign Service Journal*)

tion under any Secretary of State. Harris had been associated with Secretary Hull when he was U.S. Congressman and U.S. Senator before he was appointed Secretary of State on March 6, 1933.[45]

Although Margaret Hanna was the first woman to be named to a supervisory position in the Department, there were several other women in highly responsible administrative or professional positions prior to World War II. None, however, was to be found in the earlier counterparts of the geographic bureaus of today's Department.

Most of the women started as the assistant chief of some office or section. Among the positions they held during the period between the two World Wars were assistants to the Solicitor (Ethel L. Lawrence and Marjorie M. Whiteman), assistant to the Historical Adviser (Alice M. Ball), Assistant Chief of the Office of Coordination and Review (Ruth B. Shipley and Blanche Rule Halla), Assistant Chief of the Passport Division (F. Virginia Alexander), Assistant Passport Agent in New York (Mary Greer), Assistant Chief of the Visa Division (Marjorie Maas), and Assistant Geographer (Sophia A. Saucerman).[46]

Two of these assistants continued in the Department of State for many years and became very well known. Three times Secretary of State Frank B. Kellogg asked Ruth B. Shipley, who was Margaret Hanna's assistant in correspondence review, to take charge of the Passport Division before she finally agreed in 1921. Secretary Kellogg's reasoning behind his request was that there was need for continuity in efficient administration. In 1950, while reminiscing, Shipley said, "I've given more continuity than they bargained for."[47] Whether or not Secretary Kellogg thought it might happen, Shipley headed the passport operations for more than 33 years.

15. Ruth B. Shipley, director of passport operations for more than 33 years. (Source: *American Foreign Service Journal*)

Marjorie Whiteman began work in the Department on December 2, 1929 as an assistant solicitor under Green Hackworth, the Solicitor of the Department. Whiteman had been doing research in the Department of State's records when she was asked if she could come to Hackworth's office. The Solicitor said he understood that she knew something about damages. "Well, I want a brief on damages prepared on a case about to be arbitrated before an international arbitral tribunal. Could you begin work on it next Monday?" he asked. And on Monday she started to work for the Department.

Within a few weeks Whiteman became the research assistant to the U.S. delegation to the First Conference on the Codification of International Law at The Hague. In 1945 she was a member of the U.S. delegation to the Conference on International Organization in San Francisco, which established the United Nations. She worked with the Legal Committee.

Whiteman's best known contribution is the 15-volume *Digest of International Law,* the first volume of which was published in 1963 and the final one in 1973. Whiteman worked for more than two decades on the project which was intended to "fill an important gap in the legal materials available to the United States Government, to the Bar and to the public in this country, and to Governments and scholars throughout the world." The *Digest* contained the first official and comprehensive treatments in several new areas of international law that had developed in the post-World War II period—the law of outer space, disarmament, the Antarctic, and others.[48]

By 1941 two more women had moved to top supervisory positions. Blanche Halla had replaced Margaret Hanna as Chief of the Division of Coordination and Review, and Ella A. Logsdon had become Chief of the Office of Fiscal and Budget Affairs.[49]

Public Concern for Women in the Department

As early as 1912 numerous Members of Congress and officers of women's organizations began to inquire of the Department regarding the status and number of women employees. Elizabeth B. Leech of the Association of Collegiate Alumnae was one of the first to show an interest. She asked for a list of positions filled by women, together with their duties and salaries, in the Diplomatic Bureau. Sydney Y. Smith, Chief of the Bureau, replied that there were 4 (out of a total of 13 employees)—2 at $1,200 and 1 each at $1,000 and $900—whose duties were those of amanuenses (secretaries) and copyists.[50] It is of interest to note that Frances M. Marsh, one of the four, was promoted to assistant chief of the Diplomatic Bureau on December 20, 1923.[51]

In 1913 there was interest in the number of married couples

16. Marjorie Whiteman presents the first volume of the *Digest of International Law* to Secretary of State Dean Rusk, 1963. (Source: Department of State)

on the rolls of the State Department. When Congressman John H. Rothermel of Pennsylvania asked for this information, Miles M. Shand of the Bureau of Appointments wrote Ben Davis, Chief Clerk, a note: "There isn't a *single* case of such *double* doin's in this Dept." John Bassett Moore, Counselor for the Department, informed Congressman Rothermel accordingly.[52]

During the war years of 1916 and 1917 women became increasingly concerned over possible discrimination in government jobs. The Woman Suffrage Party of New York passed a resolution on November 23, 1916 regarding women applicants. Mrs. Charles Noel Edge, corresponding secretary of the party, in a letter to Secretary of State Robert Lansing, discussed the hiring of a single woman out of 155 appointments in the War Department; the fact that women were not admitted to special monthly civil service examinations for stenographers and typists; and the disparity in the civil service manual which stated that the entrance salary was $900 for men stenographers and $720 for women. She asked for equal treatment for men and women in the Department of State.[53] The letter was acknowledged, but there was little information given on the Department of State's activities.[54]

At the same time Senator Wesley L. Jones of Washington was receiving protests from various government employees who alleged that discrimination was being practiced against women in stenographic positions. Secretary Lansing assured the Senator that:

> . . . no discrimination against the employment of women either as stenographers or clerks has been observed in the Department of State, either upon the ground of their sex or otherwise. In fact the female employees of the State Department constitute about 35 percent of the total number of its employees and they are given equal opportunity with the male clerks, through a system of efficiency ratings, for promotion and advancement.[55]

Carrie Chapman Catt, president of the National American Woman Suffrage Association, noted with interest in June 1917 that Secretary Lansing had announced that he would "give preference to women in appointments in the State Department in order to leave men free for military service." Since Catt was interested in the economic welfare as well as the political equality of women, she wanted to know if a woman would be paid the same as a man in the same position. She too called attention to the different pay scales in the civil service manual. "You will agree with me, I am sure," she wrote Lansing, "that the essential wrong to women in thus undervaluing their work is no less wrong than the resulting unfairness to men through the lowering of wage standards throughout all industry."[56]

In replying to Catt, Lansing reported that women had been appointed to clerical positions in State for a number of years and had been "found as a rule, capable, willing and efficient, comparing most favorably with men in the performance of similar clerical duties." The "Rules of Efficiency" of the Department provided certain classifications of work for which like salaries were paid to all employees. Lansing assured Catt that, "In the furtherance of this purpose employees are graded and recommended for promotion . . . according to the work they perform and regardless of their sex."[57]

The Classification Act of 1923[58] established the principle of equal pay irrespective of sex and set forth a classification system for government positions. The National League of Women Voters, which had supported the measure, urged the Department of State to make certain that there was adequate representation among those officers detailed to classify and allocate positions under the new legislation. According to Ben G. Davis, Chief Clerk, there had been a woman member on the departmental board which for several years considered the efficiency and promotion of personnel and which was currently charged with the allocation of employees to the reclassified positions.[59] Ruth Shipley was the woman who was serving on the review board at that time.

The Impact of the Depression

The depression years of the 1930's had some effect on U.S. Government employment, particularly among women. In the appropriations act or so-called "Economy Act" of June 30, 1932, Section 213 became the basis for dismissal of certain employees.[60] This section provided that, in a case of reductions in the number of personnel, those married persons living with a husband or wife who was also employed by the government were to be dismissed before any other person. Likewise, preference in hiring was to be given to those persons who were not married and living with spouses already in the employ of the government.

In relation to the number of married women in the Department of State, the impact of the law on departmental employees was considerable. In April 1932 Under Secretary William R. Castle, Jr. reported that 124 of the 806 civil service employees were married women.[61] A few months later, the Department, in reply to questions raised by Congressman John J. Cochran, chairman of the House of Representatives Committee on Expenditures in the Executive Department, reported that there were 91 employees whose spouses were also employed by the government. In 12 cases both the husband and wife were in the Department of State.[62]

The Department dismissed no employees during the first 6 months the law was in force. By March 9, 1934, however, 40 departmental and 2 Foreign Service married persons had been dismissed in accordance with Section 213. At that time there remained 20 persons in the Department and 1 in the Foreign Service with employed spouses.[63] A year later the number in the Department was 23—16 in permanent positions and 7 in temporary positions.[64]

Secretary Hull informed Congressman Cochran that, of the 40 who had been dismissed, 37 were women and 3 were men. In every case, the families concerned were permitted to decide which spouse should be separated from the government. Those who were dismissed ranged from being a part of the custodial force to holding positions at the P-3 level (equivalent to GS-9 at the present).[65]

Women on U.S. International Delegations

Not all women of the pre-World War II period were interested in positions with, or were employees in, the Department of State and the Foreign Service. Some sought positions as U.S. representatives to international exhibitions or held positions on American delegations to international conferences.

As early as 1866, Mrs. Elijah Jones, an oil painter from Elmira, New York, was recommended by Hamilton Ward, a Congressman from New York, to represent the United States at the Paris Exposition of 1867.[66] Seven years later at least four women were asking for appointments as members of the U.S. delegation to the Vienna Exposition of 1874.

Cyrus C. Carpenter and other Iowa officials supported Ellen Tupper as one of the 50 persons to be commissioned as agents to the Exposition. They regarded her as one of the "best representatives of intelligent, industrious, and practical American women." For years she had devoted herself to the culture of bees, in which she had become an expert with a national reputation. Carpenter and others concluded their letter: "Any duties which might devolve upon her, by virtue of her position, would be performed with intelligence, alacrity, dignity, and to the credit of our Country and the American character."[67] Eunice E. Gibbs of Washington, D.C. and Dr. Odelia Blinn, one of the editors of *The Balance*, a Chicago paper, were two other applicants.[68]

Helen M. Barnard, a writer for the press, had the most support of the four. Congressman James A. Garfield wrote that her appointment "would be a fitting recognition of the position which woman is taking in journalism and the general industries of this country."[69] J. M. Edwards of the Washington, D.C. city post office thought it would "give great satisfaction and bring us a better knowledge of the exposition than we can otherwise gain." On political grounds her claims were "decidedly in advance of any others of her sex."[70]

Additional support was given Barnard by Vice President Henry Wilson who approved "heartily" of the idea and by B. R. Cowen of the Department of the Interior who thought it would be a "fitting and graceful acknowledgement of . . . the growing influence of women in our public affairs." In spite of such support from high governmental officials, Barnard did not receive an appointment.[71]

Clara Barton was apparently the first American woman to represent the United States at any international conference. In 1884 she went to Geneva, Switzerland to attend the Conference of the Red Cross Association. She continued to be a delegate until the 7th International Conference at St. Petersburg in 1902. In 1896 two women, Belva A. Lockwood and Frances Graham French, were delegates to the International Congress of Charities and the International Congress for the Protection of Children in Geneva.[72]

During the first decades of the 20th century most of the conferences that women attended were concerned with women's rights, educational matters, and social problems of the day. Mary Wright Sewall represented the United States at the Congress of

17. Clara Barton. She was probably first American woman to attend an international conference. (Source: Library of Congress)

Women's Work held in connection with the Paris Exposition in 1900. Twenty years later Mrs. Josephus Daniels of North Carolina went to the Congress of the International Woman Suffrage Alliance at Geneva.[73] The educational topics ranged from instruction in drawing[74] to family education[75] and teaching of the deaf.[76]

Social problems being considered from 1905 to 1924 included the psychiatry, neurology, psychology, and nursing of lunatics (Amsterdam, 1907); ameliorating the lot of the blind (Cairo, 1911); control of narcotics (Geneva, 1924); treatment and training of disabled soldiers and sailors (London, 1918); and prison reform (Budapest, 1905). In each case one or more women, who were usually associated with similar activities in the United States, were appointed as delegates.[77]

There were a few occasions when women attended conferences and expositions of other types. Dr. Mary E. Pennington of the Department of Agriculture attended a conference at Vienna in 1910 on the refrigeration industry. Alice Fletcher of the Bureau of American Ethnology in the Smithsonian Institution was named to the 18th International Congress of Americanists, held in London during 1912. One woman was included among the seven commissioners to the Brazilian Centennial Exposition of 1922.[78]

The Growth in the Numbers of Women Employees, 1874–1940

From 1874 to 1940 the number of women employees in the Department of State increased more than hundredfold—from 5 to 552. In 1874 they were 9.4 percent of the total number of personnel while, just prior to the entry of the United States into World War

II, they were 49.6 percent of the total.[79] From being clerks at the lowest step in the pay scale, women had advanced into 36 professional positions, 4 semiprofessional positions, and the rest in the clerical, administrative, and fiscal service.

During the first few years after the Department hired its first full-time employees, the ratio between men and women remained fairly constant. By 1884, however, the percentage of women had increased to 15.4 percent and remained almost the same until 1909—ranging from 15.2 percent to 15.9 percent—except for 1899 when it was 20.5 percent. In that year the number of women on the rolls had increased from 11 to 17 since 1894 while the number of men remained the same.

Throughout the last quarter of the 19th century there was a 43.4 percent increase in the number of Department of State personnel. However, totals remained small, there being only 53 employees (including 5 women) in 1874 and 76 (including 16 women) in 1899. Growth in the 20th century was more rapid. In 1918 women constituted nearly one-third of the total, and by 1940 they were just short of one-half.

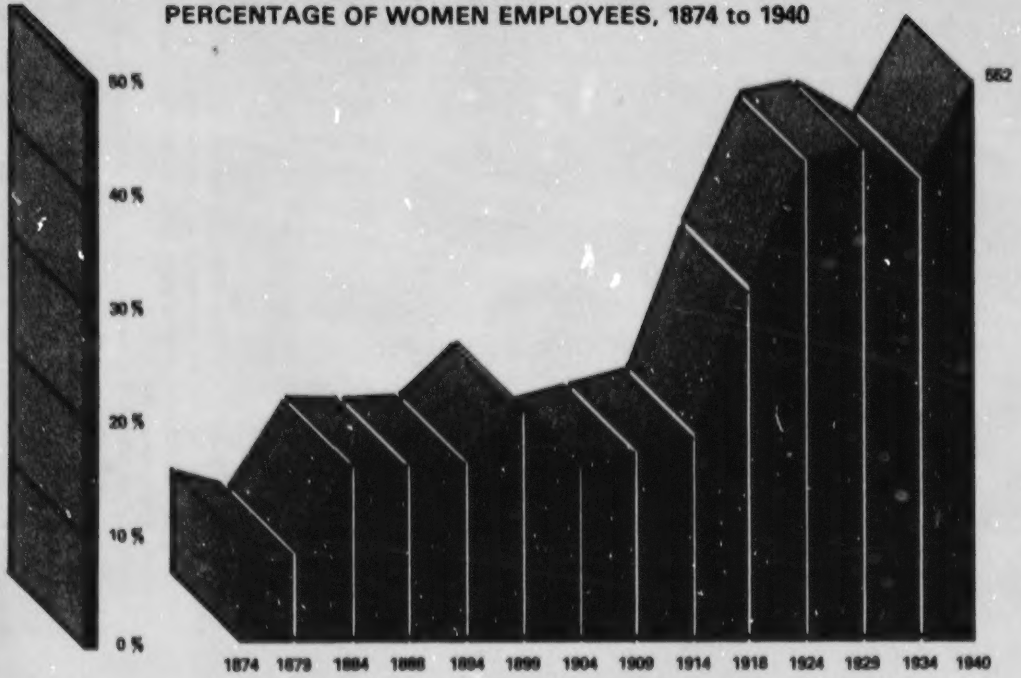
The increases came basically in three phases. First, there was a doubling in the size of the Department between 1904 and 1909, an increase that was also reflected in the number of women. From 1909 to 1918 there was little change in the number of male employees (169 to 177) although there was a 142.5 percent increase in women (33 to 81). This latter change was probably due to the war years and the greater employment of women in general. Secondly, the size of the Department changed drastically from 1918 to 1934. In the midst of the depression years the total was nearly 700, of whom 45.8 percent were women, nearly 9 times as many as in 1918. A third large increase had occurred by 1940 when the Department was a third larger than in 1934. The number of women expanded at a greater rate than that of men during this 6-year period—232 women to 182 men.[80]

There were four personnel classification systems in use for civil service employees in 1940—the clerical, administrative, and fiscal service (CAF–1 to CAF–16, corresponding to the current GS–1 to GS–16 levels); the professional service (P–1 to P–8, corresponding to the current GS–5 to GS–15 positions); the semiprofessional service (SP–1 to SP–6, corresponding to GS–1 to GS–6); and the custodial service.

Out of a total of 202 positions in the professional service, 36 were held by women and of those 22 were at the P–1 and P–2 (GS–5 and GS–7) levels. In each of these two grades the number of women was equal to or greater than the number of men. In semiprofessional positions the four women were at SP–5 and SP–6 levels (GS–4 and GS–5).[81] Of the 1,112 positions in the Department,

CHART I

DEPARTMENT OF STATE
PERCENTAGE OF WOMEN EMPLOYEES, 1874 to 1940



799 were classified in the clerical, administrative, and fiscal service in 1940. Of these, most were at the CAF-7 (GS-7) level or below. In every one of the lower grades the women outnumbered the men.[82] Only 36 men and 11 women held positions at the CAF-8 (GS-8) level or higher at that time.

Thus, in 66 years (1874-1940) the number and percentage of women in the Department of State had increased dramatically. Promotions and higher-level positions, including those of a professional nature, had come for some women, but most were at the support level. It should be noted, however, that there were only 74 employees in 1940 who were at a grade level equivalent to a GS-13 today.

Notes

1. Department of State, Contingency Expense Day Book, 1798-1820, p. 60, General Records of the Department of State, Record Group 59, National Archives and Records Service [Hereafter referred to as RG 59.]
2. *Ibid.*, p.178.
3. *Ibid.*, p. 179.
4. Department of State, Day Book A, 1824-26, p. 76, RG 59.
5. *Ibid., passim.*
6. *Ibid.*, pp. 76, 81; Day Book, 1826-29, p. 24, RG 59.
7. Day Book A, p. 84; Day Book, 1826-29, p. 23, RG 59.
8. Day Book, 1833-39, p. 306, RG 59.
9. Day Book, 1840-52, p. 467, RG 59.
10. Day Books, 1826-29, 1829-33, 1833-39, *passim.*
11. Day Book 1, 1840-52, pp. 58, 59, RG 59.
12. *Ibid.*, pp. 85, 87.
13. Day Book, 1829-33, p. 4, RG 59.
14. Day Book 1, 1840-52, p. 122, RG 59.
15. Day Books, 1826-29 and 1829-33, *passim*, RG 59.
16. Day Book 1, 1840-52, p. 98, RG 59.
17. Letter from Caroline Clementson, Washington, D.C., to Secretary John Forsyth, Aug. 24, 1833, "Applications and Recommendations for Public Office" file, RG 59. [Hereafter referred to as Applications file.]
18. Note from Mrs. Sherburne, Washington, D.C., to Secretary Daniel Webster, [undated], Applications file, RG 59.
19. Letter from Ann Adams, Washington, D.C., to Secretary William H. Seward, Aug. 8, 1862, Applications file, RG 59.
20. Gaillard Hunt, *The Department of State of the United States* (New Haven, Conn., 1914), p. 279.
21. 18 *Stat.* 90.
22. *Register of the Department*, 1875 (Washington, D.C., 1875), pp. 7, 8.
23. The five were Sue Hamilton Owen, Charlotte L. Adams, Mary Markoe, Kate Goodall, and Nellie M. Joselyn.
24. Applications of Mary Markoe, Sue Hamilton Owen, Kate Goodall, Charlotte L. Adams, and Nellie Joselyn, Applications file, RG 59.
25. *Register of the Department*, 1875, pp. 10-11.
26. *Register of the Department*, 1875-83, *passim.*

27. Application file of Lucy Abbott, RG 59; *Register of the Department*, 1887, p. 6.
28. Application file of Miss Cowperthwaite, RG 59.
29. There were two Cowperthwaite women working for the Federal Government at this time; both were from Pennsylvania and both were receiving $1,200. Henrietta Cowperthwate (sic) was employed by the Office of the Commissioner of Internal Revenue and Miss E. T. Cowperthwaite by the Quarter Master General's Office. Evidently one of the two thought it would be more interesting to work for the Department of State, even at a reduced salary.
30. *Register of the Department*, 1878–1909, *passim*.
31. *Ibid.*
32. There was one each from Alabama, Arkansas, Kansas, Louisiana, Michigan, New Jersey, Texas, and South Carolina. *Register of the Department*, 1878–1909, *passim*.
33. "Viewing 48 Years in the Department of State," interview of Bertha S. (Davis) Rodrick by Philip W. Carroll, *Department of State Bulletin*, Nov. 14, 1949, pp. 741–44; *Bulletin*, May 7, 1951, p. 758.
34. Application file of Ella Canfield, RG 59; *Register of the Department*, 1881–93, *passim*.
35. "Viewing 48 Years . . . ", *Bulletin*, Nov. 14, 1949, p. 741.
36. *Register of the Department*, 1898–1906, *passim*.
37. *American Foreign Service Journal*, June 1950, p. 42. [Hereafter cited as *AFSJ*.]
38. *Register of the Department*, 1895–1923, *passim*.
39. Natalia Summers, *Outline of the Functions of the Offices of the Department of State, 1789–1943* (Washington, D.C., 1943), p. 98.
40. *Register of the Department*, 1915–44, *passim*.
41. Secretary Robert Lansing to Assistant Secretary William Phillips, Paris tel. 585, Feb. 4, 1919, Department of State Central files, 1910–29, file 112/447, RG 59.
42. President Polk to Secretary Lansing, Dept. tel. 699, Feb. 12, 1919 and 733, Feb. 14, 1919, Central files, 1910–29, file 112/447; Card Record of Appointments, [Hereafter referred to as Appointment Cards.], RG 59.
43. Appointment Cards, RG 59.
44. Letter from Mrs. Carroll Miller, Washington, D.C., to Secretary Cordell Hull, Apr. 25, 1936, Central files, 1930–39, file 112/1268, RG 59.
45. Letter from Secretary Hull to Mrs. Miller, May 9, 1936, Central files, 1930–39, file 112/1268, RG 59; *AFSJ*, Dec. 1938, p. 752.
46. Letter from Ada M. Barnett, press secretary, National League of Women Voters, to Division of Current Information, Department of State, Nov. 28, 1930; E. J. Ayres to Barnett, Dec. 6, 1930, file 120.3/292, Central files, 1910–29, RG 59.
47. John David, "R. B. Shipley," *AFSJ*, Apr. 1950, pp. 15–17.
48. *Department of State Newsletter*, May 1962, pp. 18–19 and Aug. 1963, p. 23. [Hereafter cited as *Newsletter*.]
49. Foreign Service Journal, Apr. 1941. [Hereafter cited as *FSJ*.]
50. Letter from Elizabeth B. Leech, Washington, D.C., to Sydney Y. Smith, Apr. 20, 1912; Smith to Leech, May 27, 1912, file 112/187, Central files, 1910–29, RG 59.
51. *Register of the Department*, 1924, p. 161.
52. Letter from Cong. John Rothermel to Secretary William J. Bryan, June 28, 1913; J. B. Moore to Rothermel, July 8, 1913, file 112/229, Central files, 1910–29, RG 59.
53. Letter from Mrs. Charles Noel Edge to Secretary Lansing, Dec. 11, 1916, file 112/348, Central files, 1910–29, RG 59.

54. Ben Davis to Mrs. Edge, Dec. 15, 1916, file 112/348, Central files, 1910–29, RG 59.
55. Letter from Sen. W. L. Jones to Secretary Lansing, Jan. 19, 1917; Secretary Lansing to Sen. Jones, Jan. 25, 1917, file 112/357, Central files, 1910–29, RG 59.
56. Letter from Carrie Chapman Catt, Washington, D.C., to Secretary Lansing, June 12, 1917, file 112/371, Central files, 1910–29, RG 59.
57. Secretary Lansing to Catt, July 3, 1917, file 112/371, Central files, 1910–29, RG 59.
58. 42 *Stat.* 1488–99.
59. Letter from Belle Sherwin, 1st vice president, National League of Women Voters, Washington, D.C. to Secretary Charles E. Hughes, June 4, 1923; Ben G. Davis to Sherwin, June 15, 1923, file 112/668, Central files, 1910–29, RG 59.
60. 47. *Stat.* 406.
61. Under Secretary William R. Castle, Jr. to Sen. Frederick Steiwer, Apr. 30, 1932, file 112/1103, Central files, 1930–39, RG 59.
62. Letter from Cong. John J. Cochran to Secretary Henry Stimson, Dec. 8, 1932; W. J. Carr to Cong. Cochran, Dec. 12, 1932, file 112/1123, Central files, 1930–39, RG 59.
63. Letter from Cong. Cochran to Secretary Hull, Mar. 6, 1934; Secretary Hull to Cong. Cochran, Mar. 9, 1934, file 112/1179, Central files, 1930–39, RG 59.
64. Letter from Cong. Cochran to Secretary Hull, Jan. 24, 1935; Secretary Hull to Cong. Cochran, Feb. 9, 1935, file 112/1121, Central files, 1930–39, RG 59.
65. Cong. Cochran to Secretary Hull, Feb. 3, 1937; Secretary Hull to Cong. Cochran, Feb. 17, 1937, file 112/1292, Central files, 1930–39, RG 59.
66. Letter from Cong. Hamilton Ward to Secretary Seward, Mar. 23, 1866, Applications file, RG 59.
67. Letter from C. C. Carpenter, *et al*, Des Moines, Iowa, to President Grant, Mar. 19, 1873, Applications file, RG 59.
68. Application file of Eunice E. Gibbs; letter from Mary Tomlin, Chicago, to Judge Thomas B. Van Buren, Feb. 13, 1873, Applications file, RG 59.
69. Letter from Cong. James A. Garfield to President Grant, Mar. 27, 1873, Applications file, RG 59.
70. Letter from J. M. Edwards to President Grant, Mar. 26, 1873, Applications file, RG 59.
71. Letter from Vice President Henry Wilson to President Grant, Mar. 26, 1873; letter from B. R. Cowen to President Grant, Mar. 26, 1873, Applications file, RG 59.
72. International Conference Appointment Cards, Office of the Historian, Department of State.
73. *Ibid.*
74. International Congress on Instruction in Drawing, Berne, Switzerland, 1904.
75. Third International Congress on Family Education, Brussels, 1910.
76. International Conference of Teachers for Deaf, Edinburgh, 1907.
77. International Conference Appointment Cards.
78. *Ibid.*
79. See Chart 1, "Percentage of Women Employees, 1874–1940." Data based on personnel lists in the *Register of the Department*, 1874–1940.
80. See Appendix A, "Number of Men and Women Employees, 1874–1940."
81. See Appendix B, "Men and Women in Professional Positions, 1940" and Appendix C, "Men and Women in Semiprofessional Positions, 1940."
82. See Appendix D, "Men and Women in Clerical, Administrative, and Fiscal Positions, 1940."

Chapter III

Applicants and Employees for Overseas Positions, 1851–1943

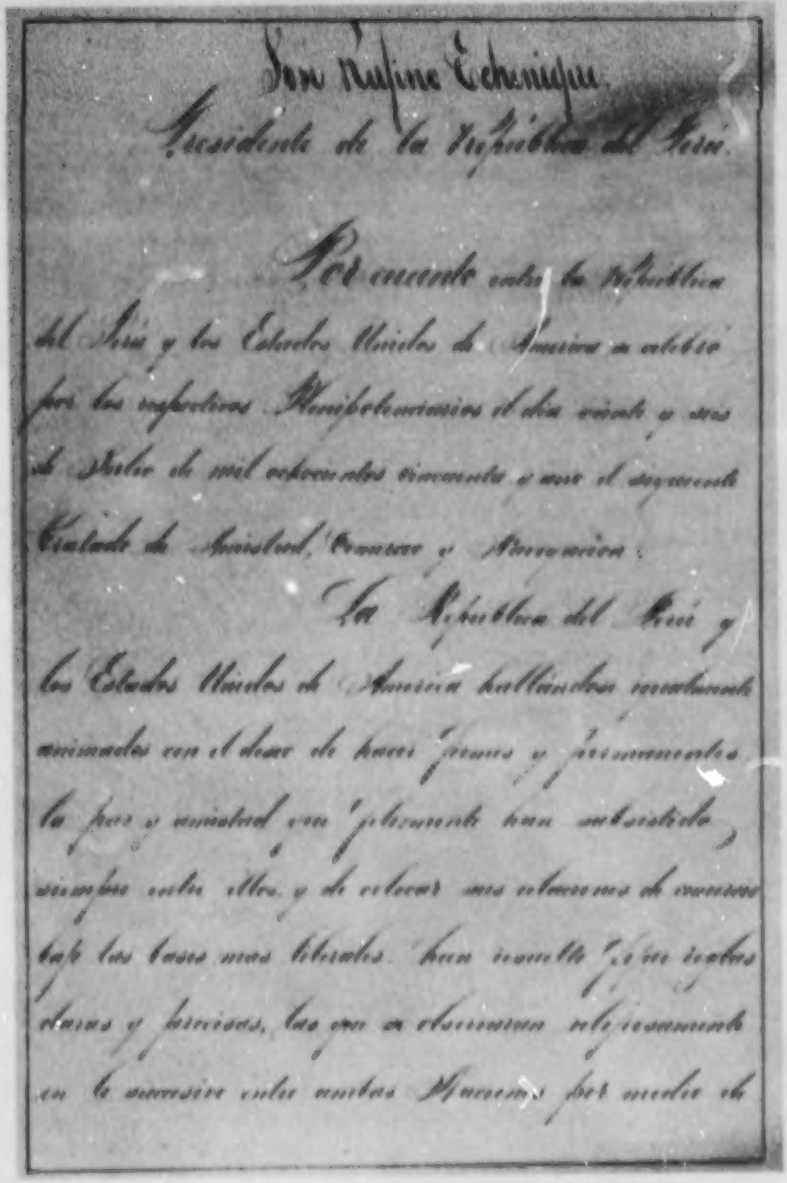
Early Employees

The Department of State did not employ women, even on a part-time basis, for Foreign Service positions as early as it did for Washington jobs. For many decades the Foreign Service was a man's world in which independent wealth or a business enterprise in some foreign country, a rugged constitution, a willingness to undergo hardships and long separations from the United States, and political support or connections seemed to be necessary prerequisites for getting an overseas consular or diplomatic post.

The first employment of women occurred by chance rather than by any preconceived personnel plan. In each of the first instances for which the records have been found, the person in charge of the legation or consulate rather than the Department of State in Washington, D.C., took the initiative.

On July 26, 1851, J. Randolph Clay, U.S. Minister in Lima, signed a Treaty of Friendship, Commerce, and Navigation with Brigadier General J. Cmo. Torrico who represented the Peruvian Government. Since the person by whom Clay intended to send the treaty to Washington decided not to go to the United States at that time, Clay gave it to Mrs. Frederick (Matilda) Frye.[1] Mrs. Frye went by steamer from Lima to New York, but upon arriving there "she was indisposed," and so she gave the treaty to a Rev. Rockwell to take to the Department.[2]

Rockwell received his traveling expenses and per diem from the Department of State shortly after delivering the treaty. Frye, however, was told that her expenses and per diem as a "bearer of despatches"—or non-professional courier—could not be allowed except "under a draft for the same" from Clay to the Department. Believing that Frye was "fairly entitled to be remunerated," Clay sent a certificate "setting forth that I [Clay] had entrusted the Treaty to her charge and requesting that the usual allowance may be made her as bearer of despatches."[3]



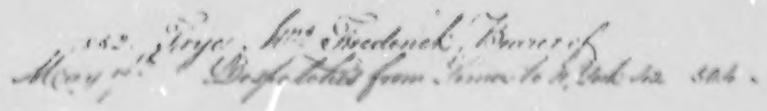
Don Rufino Echenique

Presidente de la República del Perú.

Por cuanto entre la República del Perú y los Estados Unidos de América se celebró por los respectivos Plenipotenciarios el día veinte y seis de Julio de mil ochocientos cincuenta y uno el siguiente Tratado de Amistad, Comercio y Navegación:

La República del Perú y los Estados Unidos de América hallándose igualmente animados con el deseo de hacer firmes y permanentes la paz y amistad que felizmente han subsistido siempre entre ellos, y de colocar sus relaciones de comercio bajo las bases mas liberales, han resuelto fijar reglas claras y precisas, las que se observarán religiosamente en lo sucesivo entre ambas Naciones por medio de

18. Treaty of Friendship, Commerce, and Navigation with Peru, July 26, 1951. Matilda Frye, acting as a bearer of despatches, brought this treaty to the United States on her return from Peru. (Source: National Archives)



19. Record of payment to Mrs. Frye for acting as bearer of despatches, May 7, 1852. (Source: National Archives)

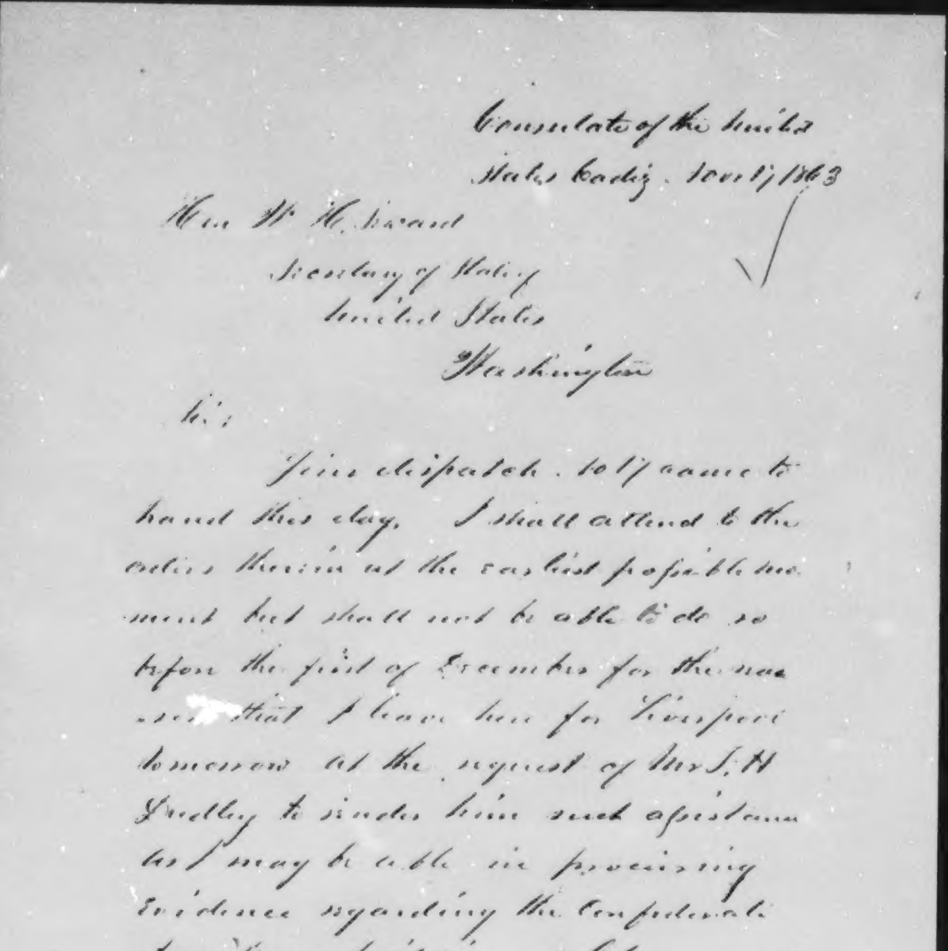
By March 10, 1852, Frye had not yet received any money. She wrote Secretary of State Daniel Webster, "Am I not entitled to *at least* my travelling expenses?" According to her estimates, she was entitled to $324 for her voyage and a per diem of $6[4] for the 27 days that elapsed during her passage home, or a total of $486. In her letter to Webster she wrote, "I am very sorry to trouble you about it, but as I came home with the full expectation of getting this money, I have been put to much inconvenience for the want of it."[5] Two months later the Department paid her $504—$18 more than she had thought was due her.[6]

During the Civil War, Thomas H. Dudley, U.S. consul at Liverpool, asked E.S. Eggleston, the consul at Cadiz, to assist him in obtaining evidence regarding the iron rams being built at Glasgow for the Confederacy. Since Dudley wanted Eggleston without delay, Eggleston notified the Department that "I shall take the liberty of leaving my Consulate for that purpose. . . . The Consulate will be under the superintendency of Mrs. H. S. Eggleston during my absence."[7] No evidence has been found that she wrote any despatches, provided any services at the Consulate, or received any pay.

In 1870, two instances occurred where women filled positions in the Consular Service in China. When Bernard Peel Chenoweth, U.S. consul at Canton, died on June 21, 1870, the American merchants in that port authorized Mrs. Chenoweth to complete the required quarterly reports. She did this and forwarded them to the Department, together with the information regarding her husband's death.[8]

With the death of Chenoweth, Daniel Vrooman, who was vice consul and interpreter at Canton, assumed charge of the post on July 1, 1870 and continued to act until the new consul took charge on April 9, 1871. Vrooman employed his wife, Mrs. A. R. Vrooman, as interpreter for the period from July 1, 1870 to March 31, 1871 at a salary of $1,000 per annum.[9]

In 1882, 12 years later, the Department notified Alexander Jourdan, American consul at Algiers, that he had been authorized "to expend a sum not exceeding $400 a year for the pay of clerical



Consulate of the United
States Cadiz. Nov 17 1863

Hon W. H. Seward
Secretary of State
United States
Washington

Sir:

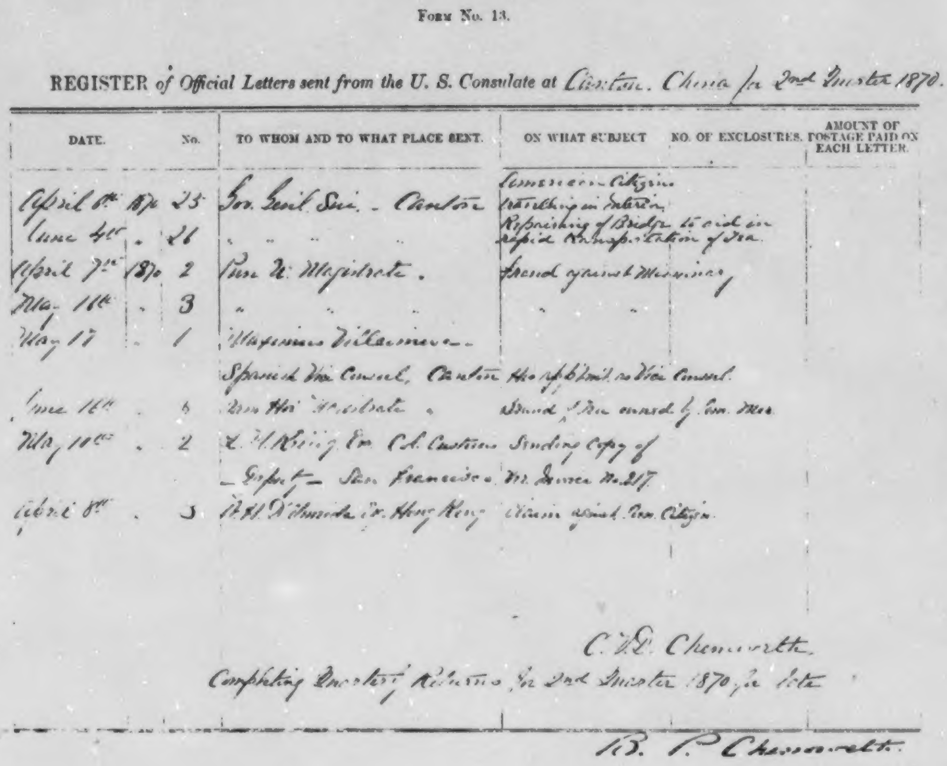
Your dispatch No 17 came to hand this day. I shall attend to the orders therein at the earliest possible moment but shall not be able to do so before the first of December for the reason that I leave here for Liverpool tomorrow at the request of Mr T. H Dudley to render him such assistance as I may be able in procuring evidence regarding the Confederate Iron Rams building at Glasgow.

As Mr Dudley deemed it important that I should go on I have and shall take the liberty of leaving my Consulate for that purpose and beg your permit so to do. The Consulate will be under the superintendance of Mrs H. Eggleston during my absence.

I am Sir your obt Servant

E. S. Eggleston
US Consul

20. Consul Eggleston informs Department that Mrs. Eggleston will serve in his absence. (Source: National Archives)



Form No. 13.

REGISTER *of Official Letters sent from the U. S. Consulate at* Canton. China for 2nd Quarter 1870.

DATE.		No.	TO WHOM AND TO WHAT PLACE SENT.	ON WHAT SUBJECT	NO. OF ENCLOSURES.	AMOUNT OF POSTAGE PAID ON EACH LETTER.
April 6th	1870	25	Gov. Genl. Sin. — Canton	American Citizen travelling in interior		
June 4th	"	26	" " "	Repairing of Bridge to aid in rapid transportation of Tea		
April 7th	1870	2	Nan Ui Magistrate.	Fraud against Missionary	1	
May 16th	"	3	" " "	" "		
May 17	"	1	Maximino Villanueva — Spanish Vice Consul, Canton	His appointment as Vice Consul		
June 16th	"	6	Nan Hoi Magistrate .	Demand of Tea owned by Am. Mer.		
May 10th	"	2	L. H. King Esq. Col. Customs — Depot — San Francisco.	Sending Copy of Mr. Jones No. 217		
April 8th	"	3	R. H. D'Almeida Esq. Hong Kong	Claim against Am. Citizen		

C. V. D. Chenoweth.

Completing Quarterly Returns, for 2nd Quarter 1870, for Acts

B. P. Chenoweth.

21. Quarterly report prepared by Mrs. C. V. D. Chenoweth. (Source: National Archives)

assistance." Accordingly, Jourdan reported, he had "selected for that assistance Mrs. Cecilia Jourdan who is a citizen of the United States."[10] Cecilia (Kieckhoefer) Jourdan, the consul's wife, continued in the clerical position until the death of her husband on April 25, 1884.[11]

Early Applicants for the Foreign Service

Women were applying for positions in the Foreign Service as early as 1862 but were to be unsuccessful for many years in getting appointed. On July 21, 1862 Mrs. J. N. Carpenter, the wife of a purser in the African Squadron of the U.S. Navy, applied for a position as a bearer of despatches to England, France, or Spain on her way to Portugal where she planned to meet her husband. In her application Carpenter wrote:

> Woman though I be, I have wielded my pen for the sustenance of my government but Alas! the pen is not mightier than the sword, yet surely a mission of trust might be given to one who cannot play the part of Joan of Arc but possesses tact and ingenuity to be of service abroad.[12]

A different type of application was that of Lauretta J. De Caulp who was a member of the colony of Southerners who had emigrated to Venezuela after the Civil War. At the suggestion of John Dalton, U.S. consul at Ciudad Bolivar, Venezuela, she requested appointment in 1867 as "Special corespondent [sic] for the U.S. at this point." Through her associations with the American colony and its leader, Dr. Henry Price of Virginia, she would have the opportunity to furnish the U.S. Government with "a correct history" of the young colony and the mining district some 200 miles in the interior.[13]

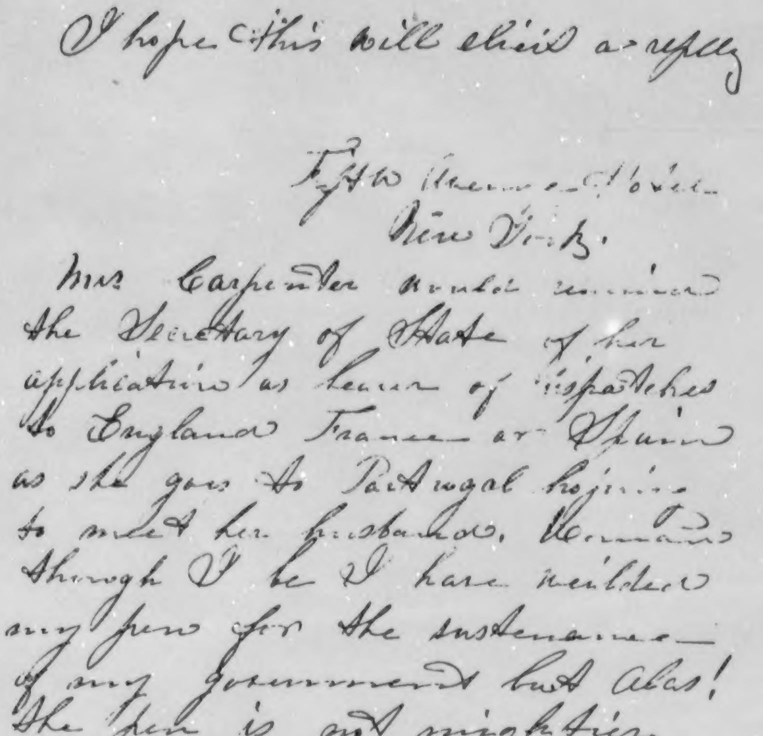
Belva A. McNall of Washington, D.C. applied for an appointment as U.S. consul at Ghent on November 13, 1867. She was considered to be "a lady fully competent to hold the office she desires and is ready for the requisite Examination."[14]

Upon reading an article in the New York *Evening Express* for December 9, 1867 on "Women for Consulships," Frances A. McCauley immediately wrote Secretary of State William H. Seward. She told him that, should he

> be disposed to employ ladies in that particular branch of the Government, having in a measure served an apprenticeship in the Consular line, during my late husband's life, I offer myself as a candidate for office, provided there be a good fat salary attached to it.

She didn't think that many governments, even Great Britain, would be willing to accept women "however able we might be to perform the duties of those offices." For herself she preferred the consulate at Constantinople or Egypt "in order to enlighten the Sultan and Vice Roi on the subject of treating ladies in the dissolving of their Harem."[15]

In seeking a consular appointment in 1872, Mrs. C.V.D. Chenoweth appealed to President Grant because Secretary of



I hope this will elicit a reply

Fifth Avenue Hotel
New York.

Mrs Carpenter would remind the Secretary of State of her application as bearer of dispatches to England France or Spain as she goes to Portugal hoping to meet her husband. Woman though I be I have wielded my pen for the sustenance of my government but Alas! the pen is not mightier than the sword yet surely a mission of trust might be given to one who cannot play the part of Joan of Arc but possesses tact and ingenuity to be of service abroad, I refer you for the sincerity of the above statement to the Secretary of the Navy.

With great respect, Yours
Mrs J N Carpenter

22. Mrs. J. N. Carpenter applies for position of bearer of despatches to Europe, July 21, 1862. (Source: National Archives)

State Hamilton Fish had "refused to consider for a moment the question of appointing a woman to any Foreign Consulate." Fish had admitted to Mrs. Chenoweth that she had "mastered the duties" of the consulate at Canton while she had charge of that office 2 years earlier.

While he did not doubt her ability to perform regular consular work, he would oppose any appointment on "the ground that questions are liable to arise which it would be improper for a woman to discuss." Chenoweth said that such questions had never yet arisen, to which Fish replied "that they might."[16]

On January 21, 1873, Annie Savery of Des Moines, Iowa applied to President Grant for a position as consul at Havre or "some equivalent place." She had traveled "not a little in Europe—making myself somewhat acquainted with their institutions and having a knowledge of the French and German languages, I feel that I have the business capacity, experience and culture necessary to fit me for the place."

In her application, Savery referred to the pledge given at the Republican Convention at Philadelphia, in June 1872, "That in view of the obligation of the Party to the loyal women in the land, they should be admitted to wider fields of usefulness and their demands for additional rights should be treated with respectful consideration."[17] Her application was supported by most of the Iowa congressional delegation, members of the Iowa Supreme Court, and other Republican leaders.

Everyone was not in support of Savery, however. The *Des Moines Republican* for February 12, 1873 reported that papers supporting her were

> *not* circulated by *other parties*. . . . but by the buxom little woman herself! It was owing to her own stubborn persistence that would not take 'no, for an answer,' that she obtained the signatures to her application. Many signed their names 'to get rid of her,' without the remotest supposition that she could get the place.[18]

Lizzie B. Read of Algona, Iowa wrote the President, the Vice President, and others in opposition to Savery. She hoped that Mrs. Savery would not be accepted as "a representative woman of Iowa. We should be sorry to think that we are truly represented by her." She is a "reproach to the best interests of our sex." Read went on to say:

> If there must be badness in high places, I had much rather it should be the badness of men rather than the badness of women. We should be glad to see good women honored in every way, but we hope you will not suffer this appointment to be consumated [sic].[19]

Ella Bartles of Indianapolis sought a position as commercial agent in Canada in 1883. Governor Albert G. Porter of Indiana wrote the President on May 20, 1883 that Bartles was a "lady of education and refinement, and with the assistance of her husband, . . . could without doubt conduct the office [commercial agency at St. Hyacinthe, Quebec] to the satisfaction of the Government." Porter thought her appointment to the position held by Allen Fish, the present agent, would be "a great recognition of the manner in which her husband [Francis Bartles] has performed his duties as a deputy [at St. Hyacinthe] and of her own personal merits." Fish continued for 3 years, however, so there was no change in the post assignment at the time she was applying.[20]

Some 14 years later Marilla Ricker had much more support when she attempted to get appointed to a major diplomatic post. On February 5, 1897, she applied to President-elect William McKinley for the position of Envoy Extraordinary and Minister Plenipotentiary to Colombia to take the place of Luther McKinney when his appointment was terminated.[21] James Boyle, secretary to President-elect McKinley, returned her application and suggested that she resubmit it after the inauguration.

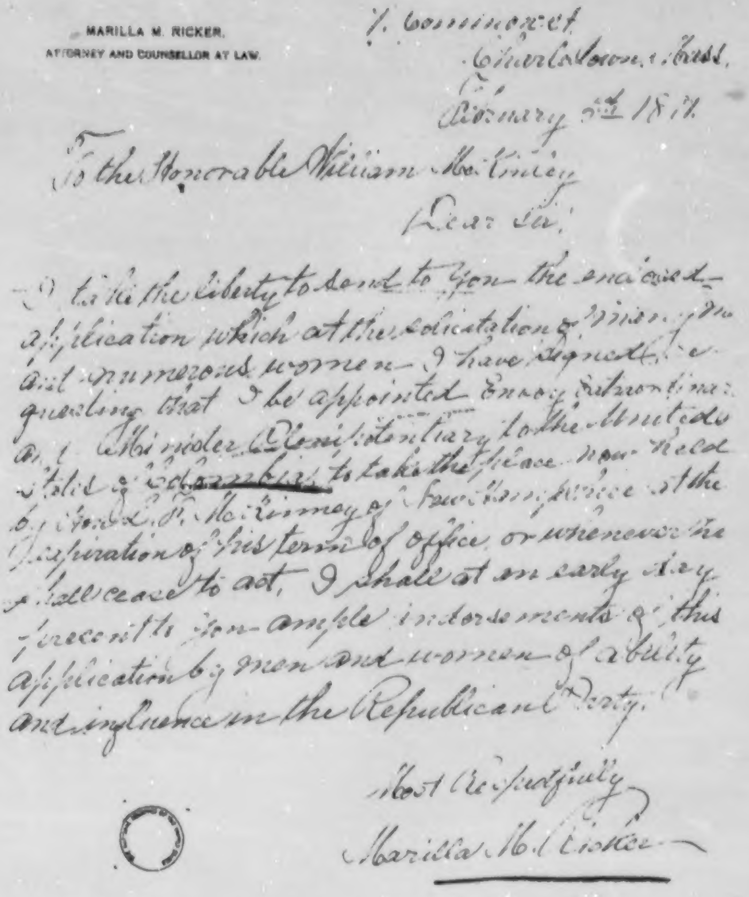
Ricker had been an active woman suffragist for years, a free thinker, a lawyer, and active in Republican party politics. She had also become known as the first woman to attempt to vote in New Hampshire when she paid her taxes in 1870.

Her motive in applying for the post in Colombia was to open the Foreign Service to women as "there is no gender in brain, and it is time to do away with the silly notion that there is." When asked why she should have the position and not another woman, Ricker replied, "There are many women who could fill such a position, but they simply have not asked for it." She thought her record "entitles me to recognition, for I have done hard work for the Republican party in this and in the preceding campaigns."[22] She is reported to have said, "If Luther McKinney can fill the place, I can overflow in it."[23]

Henry W. Blair, former senator from New Hampshire, gave his support to Ricker in March 1897. He pointed out her qualifications as a good Republican, accomplished linguist—she knew German and Italian—and an able student of international law. Blair also cited the abilities of three women who were holding important government positions at that time—Queen Victoria of England, Maria Cristina who was Regent for Alfonso VIII of Spain, and Ts'u-hsi, Empress Dowager of China.

Blair attempted to convince President McKinley that he had a fine opportunity to further justice:

> It is a sad reflection that the Great Republic still rests in the disgraceful bonds of a narrow conservatism which the favorable consideration of this



MARILLA M. RICKER.
ATTORNEY AND COUNSELLOR AT LAW.

7. Monument Ct.
Charlestown, Mass.
February 5th 1897.

To the Honorable William McKinley
Dear Sir;

I take the liberty to send to you the enclosed application which at the solicitation of many men and numerous women I have signed, requesting that I be appointed Envoy Extraordinary and Minister Plenipotentiary to the United States of Colombia to take the place now held by Hon. L. F. McKinney of New Hampshire at the expiration of his term of office or whenever he shall cease to act. I shall at an early day present to you ample indorsements of this application by men and women of ability and influence in the Republican Party.

Most Respectfully
Marilla M. Ricker

23. Marilla Ricker applies to President William McKinley for an appointment to a major diplomatic post, 1897. (Source: National Archives)

application will enable you to break asunder, and thus, in its very beginning, dignify and ennoble your Administration of public affairs by a conspicuous act of justice. . . .[24]

Two months later Blair wrote to President McKinley again. He said that he knew there were strong forces opposing Ricker "only because of her sex." He urged the President "not to neglect this pressing and fortunate opportunity to perform a great, just, and I may well say conspicuous and immortal act, which if done

24. Marilla Ricker, applicant for a major diplomatic post. (Source: National Archives)

now will be sure to rank hereafter among the most illustrious deeds of any American President."[25]

Blair's endorsement of Ricker was supported by many others. Memorials and testimonials came from seven women's business and professional organizations, seven large groups of private citizens, attorneys of three law firms, and four newspaper and journal editors. All was to no avail. Charles Burdett Hart of West Virginia was appointed Minister to Colombia on May 27, 1897.

Foreign Service Clerks (1899–1931)

Although Cecilia Jourdan was probably the first woman clerk in the Foreign Service when she served in Algiers from 1882 to 1884, it was 15 years before another woman would be hired. On April 18, 1899, Mrs. Ida Hafermann, a German woman, entered the service of the U.S. consulate in Hamburg, Germany. She continued to work for the United States for more than 53 years—until her death on December 5, 1952 at the age of 80.

In spite of the fact that the United States was at war with Germany twice during this period, Hafermann's service was continuous. During World War I she was in the American Interests Section in the Spanish consulate general in Hamburg. During World War II, Hafermann served in the American Interests Section of the Swiss Legation in Berlin and then, toward the end of the war, of the Swiss consulate in Hamburg.

25. Ida Hafermann at work in the U.S. Consulate General, Hamburg, Germany, 1901. (Source: *Foreign Service Journal*)

Throughout the years, Ida Hafermann was an ever-present link between the U.S. consulate general in Hamburg and the local community. She was remembered by her closest associates as a "very determined and efficient woman who put her heart and soul into her job, and knew how to direct and command." At the time of her death, Secretary of State Dean Acheson sent a message of sympathy: ". . . Mrs. Hafermann's cheerfulness, loyalty and devotion to duty were exemplary. During two world wars she rendered valuable service to the United States. . . ." To Hafermann, then, probably goes the distinction of not only being the first local woman to work for the Foreign Service but also the one to hold the record of longest time on the rolls of the Department.[26]

A few years later London became the first U.S. Embassy to hire an American woman for its staff. Not a great deal is known about this first woman clerk in London. Sarah J. Garretson applied for a passport in 1901 to travel to Great Britain.[27] It is assumed that she probably went to work for the Embassy shortly after arriving. Ambassador Joseph Hodges Choate mentioned Garretson in one of his letters to his daughter.[28] Emily Bax, a young Englishwoman who started to work at the Embassy in 1902 and continued until 1914, confirmed that Garretson had the honor of being the first woman employed in the Embassy in London. Miss Bax never knew her predecessor, who after a few months had taken ill and returned home. The Embassy, said Miss Bax, "not again caring to assume the responsibility for an American woman alone in London (how amusing *that* sounds!) chose me to succeed her partly because my family was close at hand."

Bax always felt that Garretson had "laid a good secretarial foundation for me." If it had been otherwise, "she would have had no successor." She was the only woman employee at the Embassy from 1902 to 1913 when Margery Ford arrived as secretary to Ambassador Walter Hines Page.[29]

The *Register of the Department* for 1914 listed 7 women out of a total of 54 persons who were clerks in the diplomatic service. These were limited to European and Central and South American countries—France, Great Britain, Portugal, and Russia in Europe, and Costa Rica, Brazil, and the Dominican Republic in Latin America.[30]

Although Ethel Clarke was listed in 1914 as having been a clerk in the U.S. Legation in San Jose for 3 years, this was not the case. The Legation reported in March 1914 that Clarke "turned out not to be a clerk, as the term is understood, but an employee of Mr. Keith, a local banker, with only such service to the United States during the day as she might be able to withdraw from her 'breakfast recess'."[31]

Alice M. Cave, a British subject, was another of these early clerks. She entered the American Foreign Service in Russia as a translator and stenographer on September 1, 1911. Prior to that she had been employed for 8 years as a stenographer with the Westinghouse Electric Company and for a short period of time with the Singer Company.[32]

Nellie May Bundy of Cleveland, Ohio applied for a position as clerk in the American Legation at Monrovia, Liberia on October 7, 1916. Mrs. Bundy was a 1909 graduate of Wilberforce University and the wife of Richard C. Bundy, vice consul and secretary of the Legation at Monrovia.

Miles M. Shand, chief of the Bureau of Appointments, wrote William Phillips, Third Assistant Secretary, that it was "unusual to appoint the wife of a diplomatic officer as a clerk in the service." However, the Department had been having considerable trouble keeping a clerk at Monrovia where the salary was only $1,000 a year. Although there had been an attempt to get a clerk for several months, the place was filled only on a temporary basis. Since the situation in Monrovia was "so unusual," Shand recommended Mrs. Bundy's appointment. Phillips agreed, and she was notified of her assignment on October 23, 1916.

Nellie May Bundy continued as clerk in Monrovia until she and her husband returned home on June 12, 1921.[33] It seems highly probable that Richard and Nellie Bundy were the first black husband and wife team to serve at the same post.

During World War I, a number of appointments of Foreign

Service women clerks were made in European posts on a temporary basis of from 1 to 3½ months. In 1931 Faustine Dennis, Vice President and Legislative Chairman of the Women's Overseas Service League, requested information from the Department on the number of American women who served overseas during the war, if women received the same pay as men, and if they were required to wear uniforms.[34]

Assistant Secretary James Grafton Rogers replied that accurate information on the number of American women was not readily available. A cursory examination of the files indicated that relatively few had been added to the staffs of consular offices in Europe. "The need for additional clerical assistance was very largely met by the employment abroad of foreign clerks." Women were paid the same as men, and uniforms were not required.[35]

After World War I, the number of American women who were hired as clerks increased gradually. These new employees were sent to various parts of the world. For instance, Helen Rose Cone was appointed as clerk at Mukden in April 1919. She was considered to be an excellent worker, "a splendid office woman, accurate and rapid in her work."

A few months later her sister, Ester Louise Cone, also applied for a position. Herbert C. Hengstler of the Consular Service recommended that she also be appointed to Mukden. He noted, "Although there is a disinclination on the part of the Department to employ two members of one family, it is believed that there are certain unusual advantages . . ." in this case. The mother of the two women would live there and make a home for them. Because of the difficulties of securing and keeping clerks in the Far East, it seemed more satisfactory to hire two from the same family under these conditions. Ester Cone did not accept the position, however.[36]

Not all appointments worked out satisfactorily for the Department. In August 1921 Katherine Cumminsky of New Jersey was appointed as a clerk in Naples. Her resignation was accepted a year later because she was "not well adapted to meeting small inconveniences found everywhere in Europe." She had looked upon her appointment only as a means of taking singing lessons in Naples and was never willing to work after 4 p.m.[37]

Reasons For Not Hiring More Women

When Annie C. Swanson of Illinois wrote to the Department in 1908 regarding positions for women in Sweden, she was told that there were only clerical positions available, and "such cases have been few." Those who had received positions had not been appointed by the Department but by the heads of the missions themselves.[38]

A few years later the Department was willing to consider women for clerical positions only at certain posts. In 1914 Mary H. Connelly of Pennsylvania, who was fluent in German and was supported by Senator John F. Shaforth of Colorado, applied for a job. Wilbur J. Carr, Director of the Consular Service, wrote William Phillips, Third Assistant Secretary of the Department, that he had had Connelly's name on his list for some time and had spoken to Secretary Bryan about her on one occasion. "She would probably make a very good clerk in one of the large offices but I know of no vacancy to which she could be appointed at present." He pointed out that "only a few of the larger offices are available because they [the women] can not be appointed vice or deputy consuls and must therefore enter offices where the work requires clerks in addition to those who hold appointments as vice or deputy."[39]

There was not always agreement within the Department regarding hiring policies for women, nor was any one reason given for refusing an appointment. When Medora E. Barnes applied in 1918 for a position as a clerk in the Foreign Service, her application was referred to the Department's Office of the Chief Special Agent for investigation. The investigation showed that "her loyalty and patriotism are unquestioned and that she is an exceptionally capable lady."[40]

Hengstler, acting Chief of the Consular Bureau, recommended her appointment as clerk in the consulate at Bordeaux. Carr approved, but Breckinridge Long, Third Assistant Secretary of the Department, disapproved.[41] Since Long gave no reason for his disapproval, Hengstler assumed it was because of the lack of congressional endorsements. He therefore resubmitted the Barnes application with two endorsements that he obtained.[42] Long replied, "I was not aware we were sending out ladies for the Dept. My understanding is that the policy for some time pursued prevents their appointment abroad."[43]

As far as Carr knew, there had been no prohibition against the appointment of women as clerks in consular offices. The Department had taken the position that they could not be appointed as vice consuls, but a number were employed "in various consular offices abroad, some of whom we have sent from this country." Since the Department was experiencing difficulty during the war in getting men, Hengstler concluded, "It seems almost necessary that we should employ women in some places where it can be done without having to appoint them as vice consuls."[44]

The next day Hengstler received a reply, drafted in the Bureau of Appointments, to Senator James E. Watson, who had endorsed Barnes. The Department was informing the Senator, "It has not been thought advisable . . . in view of war conditions, to appoint women for service abroad at this time."[45]

Hengstler then wrote Long another memorandum saying that the draft reply to Senator Watson and Long's memorandum of August 14, were the first indications of a departmental policy against hiring women for overseas. If this was the case, he had misinformed a number of consular officers. "I have told them that there was no such objection . . . and that in fact in view of the numerous demands and needs of the service and the extremely limited available supply of men, it was probable that we would be compelled to employ women whether we desired it or not."[46] When Hengstler asked Carr if he agreed with this memorandum, Carr answered, "Better forget it at present."[47]

In 1918 Bee Clark, who was supported by Congressman Richard Olney of Massachusetts, asked for a job with the War Trade Board in Spain. The Department did not permit her to go. Long reported that the "Secretary [Lansing] is definitely opposed to it,"[48] but no further reasons for refusal were given.

When Eleanor Chittenden Cress applied for the Foreign Service that same year, she was refused for a different reason. Since her husband was in the U.S. Army in Europe, she could not be considered. The War Department had issued a regulation that no passports were to be issued to wives of servicemen.[49]

Increase in Number of Foreign Service Women Clerks

During the 1920's and 1930's more American women were hired as clerks. Although the argument was frequently used that many countries were unsuitable for women officers because of social, political, or climatic reasons, this seemed to have little bearing on where women clerical personnel were hired or sent. During the first 40 years of the 20th century American women clerks were at consular and diplomatic posts in some 50 different nations and territorial possessions. Hardly any area of the world was excluded. These posts were in Europe, Central and South America, the Far East, Africa, the Middle East, and the Pacific islands.

In 1936 the Foreign Service clerical force consisted of 726 American and 909 alien employees. In 1941 the numbers had increased to 956 Americans and 940 aliens. By the middle of World

War II the number of Americans had increased to 1,068 while the number of aliens had decreased to 724. In addition, extraordinary demands for services during the emergency which began during the summer of 1939 were met by the employment of temporary clerks, both Americans and aliens. No data is available on the proportion of these employees who were women, although one source has indicated that some 800 American women served abroad during the war.[30]

Notes

1. Diplomatic Desp. 77 from Peru, Aug. 9, 1851, RG 59.
2. Diplomatic Desp. 81 from Peru, Nov. 8, 1851, RG 59.
3. *Ibid.*
4. The per diem of $6.00, plus the price of passage by sea for bearers of despatches had been established as early as 1828. Letter from Secretary Henry Clay to John Blair, chairman of the Special House Committee on Expenditures in the State Department, quoted in Harold D. Langley, "Early Diplomatic Couriers," *FSJ*, Oct. 1971, p. 8.
5. Letter from Matilda Frye, Bridgeport, Conn. to Secretary Daniel Webster, Mar. 10, 1852, Department of State Miscellaneous Letter, RG 59.
6. Department of State Ledger for Contingent Expenses of Foreign Intercourse, vol. 3, p. 103, RG 59.
7. Consular Desp. 21 from Cadiz, Nov. 1, 1863, RG 59.
8. Consular Desp., Canton, Mrs. C.V.D. Chenoweth to the Department, June 30, 1870, RG 59.
9. Report of 1st Consular Bureau, Dept. of State, Mar. 16, 1872 in Consular Desp. from Canton, RG 59.
10. Consular Desp. 55 from Algiers, Sept. 14 ,1882, RG 59.
11. Death certificate dated April 29, 1884 in Consular Despatches from Algiers, RG 59.
12. Letter from Mrs. J. N. Carpenter, New York to Secretary Fish, July 21, 1862, Applications file, RG 59.
13. Letter from Lauretta J. De Caulp, Ciudad Bolivar, Venezuela, to President Johnson, Mar. 23, 1867.
14. Letter from Belva A. McNall to Secretary William H. Seward, Nov. 13, 1867; letter from Frances Lord Bond to Frederick Seward, Nov. 13, 1867, Applications file, RG 59.
15. Letter from Frances A. McCauley, New York, to Secretary Seward, Dec. 11, 1867, Applications file, RG 59.
16. Letter from C.V.D. Chenoweth, Washington, D.C. to President Grant, Nov. 9, 1872, Applications file, RG 59.
17. Letter from Annie Savery to President Grant, Jan. 21, 1873, Applications file, RG 59.
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19. Letter from Lizzie B. Read, Algona, Iowa, to Gen. Grant, *et al*, Mar. 8, 1883, Applications file, RG 59.
20. Letter from Albert G. Porter to the President, May 20, 1883, Applications file, RG 59.

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32. Applications file, RG 59.
33. Application file of Nellie May Bundy, RG 59.
34. Letter from Faustine Dennis, Washington, D.C., to the Department, Aug. 11, 1931, file 112/1068, Central files, 1930–39, RG 59.
35. Letter from James Grafton Rogers to Faustine Dennis, Aug. 21, 1931, file 112/1068, Central files, 1930–39, RG 59.
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37. Applications file, RG 59.
38. Department of State Central Files, 1906–10, file number 16204, RG 59.
39. Applications file, RG 59.
40. Memorandum from J.M. Nye, Chief Special Agent, to Herbert C. Hengstler, Aug. 7, 1918, Application file of Medora E. Barnes, RG 59.
41. Memorandum from Hengstler to Carr and Assistant Secretary Long, Aug. 9, 1918, Applications file, RG 59.
42. Memorandum from Hengstler to Assistant Secretary Long, Aug. 13, 1918, Applications file, RG 59.
43. Memorandum from Assistant Secretary Long to Hengstler, Aug. 14, 1918, Applications file, RG 59.
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46. Memorandum from Hengstler to Assistant Secretary Long, Aug. 20, 1918, Applications file, RG 59.
47. Note on Memorandum from Hengstler to Carr, Aug. 20, 1918.
48. Applications file, RG 59.
49. Applications file, RG 59.
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Chapter IV

The Foreign Service Examination

Early Foreign Service Examinations

The first mention of examinations being required for appointment to the Foreign Service was in an Act of Congress dated August 18, 1856.[1] This legislation authorized the President of the United States to appoint "consular pupils" to consulates; prior to appointment, "satisfactory evidence, by examination or otherwise, shall be furnished of his qualifications and fitness for the office. . . . "[2] In 1866 the Department of State issued an order requiring all applicants for consular appointments to present themselves for examination at the Department. It appears, however, that only a single examination of nine candidates was held.[3]

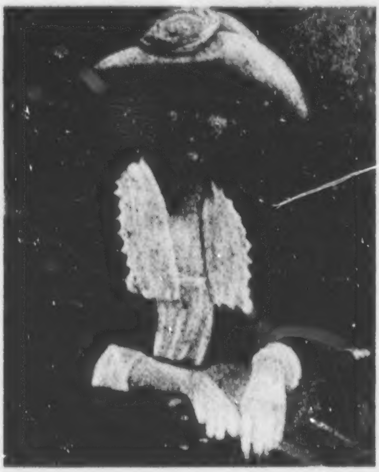
Forty years later Secretary of State Richard Olney was apparently much concerned about defects in the Consular Service. On September 17, 1895 he recommended to President Cleveland the issuance of an Executive order directing that positions in the service would be filled by promotion of qualified incumbents, by appointment of persons who had served in a capacity that would tend to qualify them, or persons who were found upon "examination to be qualified" for the position. The examinations were to be given by a board of three persons designated by the Secretary.[4]

An act of April 5, 1906[5] clearly established the merit system in the Consular Service. President Taft's Executive Order 1143 of November 26, 1909, extended the merit system to positions in the Diplomatic Service below the rank of Minister and created a Board of Examiners for the Diplomatic Service. Thus, from 1909 until the passage of the Rogers Act in 1924 there were two Boards—Consular and Diplomatic—to examine candidates for each respective service.

For many years only men were examined for positions in the Foreign Service. As has been noted in Chapter III, an occasional woman would apply for some officer position, such as commercial agent or consul, but would be turned down. With the coming of World War I more women began to be interested in overseas officer assignments. For instance, Mary Jane Clendenin, aged 50, wrote the Department in 1917 requesting a job as secretary,[6] class one, at a salary of $3,000. William Phillips, Assistant Secretary of State, replied that these vacancies must be filled by promotion. Persons over age 35 could not be certified as eligible for the examination. And, men "only are admitted to the foreign service examination and commissioned as officers in that service."[7]

Women and the Foreign Service Examination, 1921–24

With the adoption of the 19th—Women's Suffrage—Amendment on August 26, 1920, other women began to be interested in the Foreign Service examinations. On March 25, 1921 Meta K. Hannay applied for an appointment to a secretaryship in the Diplomatic Service and for permission to take the necessary examinations.



26. Meta K. Hannay, the first woman to take the examinations for the Diplomatic Service, 1921. (Source: National Archives)

After high school graduation in 1905 Hannay pursued music as a profession for the next 7 years, teaching piano and making public appearances as a pianist. After that she was a secretary and stenographer for various organizations and individuals, including the Society for the Prevention of Cruelty to Children in Newark, New Jersey, the Capital Issues Committee of Washington, D.C., and Congressmen Alvan T. Fuller of Massachusetts and Horace M. Towner of Iowa.[8]

Robert Woods Bliss, Third Assistant Secretary, upon examining Hannay's application and the supporting letters, thought that she was "laboring under the impression that the examinations for appointment as Secretary of Legation are for positions of a secretarial nature . . . and that what she really wishes to do is to be named as a clerk (Secretary) at a foreign Mission."[9]

Miles M. Shand, Chief of the Bureau of Appointments, replied that he had talked at length to her regarding the Diplomatic

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Service. She did not want a clerkship. "She wants to be an officer in the service."[10]

The Department of State designated Meta K. Hannay to be one of the persons to take the examination on July 11, 1921. She took the tests and became the first woman ever to be examined for an appointment as secretary in the Diplomatic Service. Of the 39 who took the examination, 17 passed, but Hannay was not among the successful ones, either in the written or oral exams.[11]

The following year the National Civil Service Reform League showed an interest in the status of women in the Department of State. The League Secretary, Harry W. Marsh, inquired if women had applied for entrance in the Consular Service; if there were any women in the Consular Service, other than in clerical positions; and if there were any women in foreign legations in Washington.[12]

Wilbur J. Carr, Director of the Consular Service, replied that a number of women had applied for classified (officer) positions in the Consular and Diplomatic Services. Only one had taken the examination for the Consular Service and one for the Diplomatic Service but neither had passed. Three women had been admitted to take the diplomatic examination in July 1922, but he had not received any report at the time he was writing. Consequently, no woman was serving as a consular officer or as a secretary in the Diplomatic Service. Although it had been customary for many years to employ women as clerks in other branches of the Foreign Service, Carr noted that there was no woman officer in a foreign mission to the United States at that time.[13]

In the spring of 1921, Louise M. MacNichol requested a clerical position in the consulate general at London. Since no vacancy existed, she proceeded to London where she was hired locally on July 11 to fill a vacancy for a foreign clerk at $800. Within 2 months MacNichol applied for a designation to take the consular examination. She was a most insistent applicant. In the course of the next few months, she wrote at least 16 letters to the Department regarding her desire to enter the career service or to be commissioned as a vice consul.[14]

For Robert P. Skinner, consul general at London, it was "the first time in my experience that an American woman has indicated a desire to enter the classified Service." He requested the Department, therefore, for instruction. Skinner indicated that he knew of nothing in the statutes to prohibit the appointment of women. "There is, of course, a question of expediency, which is one of considerable importance." He conceded that women filled clerkships "with great success." However, "if they should be appointed to the classified Service and claim the right, as undoubtedly they would, to promotion to the higher grades, I am very

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much afraid that the inconvenience and embarrassment resulting therefrom would be considerable."[15]

The position of the Department in late 1921, as conveyed by Carr to Skinner, was that only the youngest unmarried candidates were selected for the corps of consular assistants. Since Mrs. MacNichol was 32, it did not "appear advisable . . . to consider her application for possible appointment" to this type of position. However, women were to be admitted to "future examinations [for career officers] upon the same terms that are applicable to men."[16]

Skinner complied with the instructions he received and informed MacNichol that women would be admitted to future examinations on the same terms as men. He then outlined to the Department his views regarding women in the career service—views that would be repeated in various forms many times by others. He pointed out that "there is something more involved in this matter than merely a question of equal rights." It was just as necessary for principal officers to have "good standing in the communities where they reside as that they should possess the technical qualifications necessary to the discharge of the ordinary duties of their offices."

Skinner thought it was conceivable that a young woman of the "highest intelligence and personal qualifications" might become a consul, having in the meantime acquired a husband and family. He questioned if her position in a foreign community as the head of a U.S. Government office would not "bring the whole arrangement into ridicule, destroy her usefulness and render the position of her husband intolerable." As one solution, he suggested that rules be adopted before women were permitted to take the examinations which would automatically terminate appointments upon a woman's marriage. That rule was to prevail for 50 years.

Skinner, as did others, felt women "are entitled to consideration and compensation upon the same terms as men," up to a point. He questioned the wisdom of "naming women, even unmarried and of mature years" to the rank of consul "because inevitably they would fail to command in the foreign communities . . . that respect without which they could not effectively discharge their duties."[17]

The Department sent the examinations to London in 1922 where MacNichol took the written portion but did not pass it. The next year she returned to Washington for the written and oral tests but failed both.[18]

Lucile Atcherson of Ohio was another of the women who took the examinations in 1922. She had received her A.B. degree from Smith College at age 18. During the summer between her junior and senior years in college she did volunteer work as a member of

27. Lucile Atcherson of Ohio, the first woman to pass the examinations and become an officer in the U.S. Diplomatic Service. She is wearing the uniform of the American Committee for Devastated France in this picture. (Source: Department of State)

the Franklin County (Ohio) Suffrage Association. After her graduation she spent 3 years as a paid organizer for woman suffrage at the local, state, and Federal levels; served as secretary to the president of Ohio State University; was secretary to Anne Morgan, president of the American Committee for Devastated France; and was directress of the general headquarters of that Committee in Paris from 1919 to 1921.[19]

After being in France for more than 4 years, she realized that the job in aiding the French would shortly end. France would soon be able to take over the work. Recently she recalled, "I was really looking for a job that I wanted, the kind of job that would permit me to follow some of the interests I had before this time." While in Paris she had become acquainted with some of the men in the American Embassy, even helping to type some of their papers. The work of the Foreign Service interested her, so she thought, "I could make a stab at it. There was nothing to lose."[20]

Atcherson came home in 1921 and spent the better part of a year, not just filling in the chinks in her education, but expanding her knowledge of those subjects of use in the Foreign Service. She requested help from Tracy Lay, a consular officer with whom she had become acquainted in Paris. He told her he knew of no institution where she could go to learn what she needed to pass the examinations. He advised her to study *A Guide to Diplomatic Practice* by Sir Ernest Mason Satow, *The Development of China* and *The Development of Japan* by Kenneth Scott Latourette, and a commercial geography. Atcherson also went to the University of Chicago as a graduate student to take statistics and was tutored by the head of the Department of Political Science and an associate professor in American history at Ohio State University.[21]

When she realized that she could not learn enough about international law at Ohio State, she went to Washington, D.C. There she gained an overall view of world history from Professor Elmer Kayser of George Washington University and learned about American treaties from Charles Edward Hill, author of *Leading American Treaties*. While in Washington she learned of a cram school for men who wanted to enter the Foreign Service. The director was horrified when she asked to enter the class. It would "destroy the morale of the young men." Since it was hot weather, they would want to loosen their collars and remove their ties. He did accept her as a private student, though, letting her attend only the last session with the men.[22]

Atcherson took the Diplomatic Service examination in July 1922. She was glad that no examination had been held sooner, knowing that she could not have passed with only the knowledge she had gained in college. Atcherson ranked third in the examination with a combined written and oral score of 86.60, only 0.57% behind the highest scoring male candidate.[23]

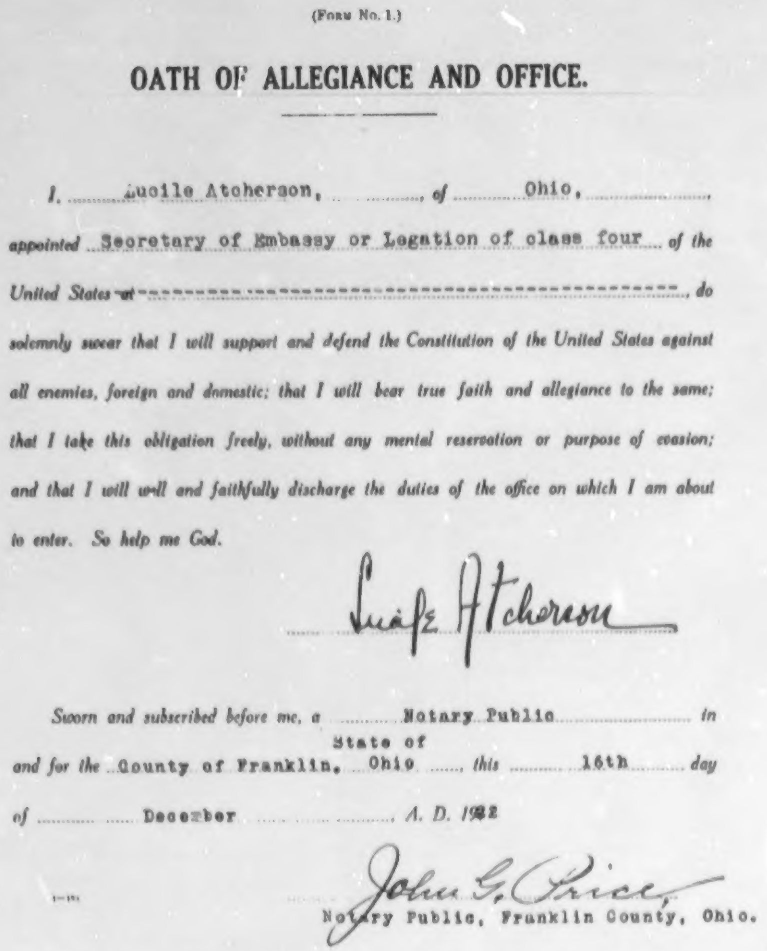
The Department notified her on December 5, 1922 that she had been appointed "by and with the advice and consent of the Senate" as a secretary of the Diplomatic Service and would be assigned to Washington. She reported to the Department on December 18 and became the first woman Foreign Service officer in the history of the Department of State.[24] In 1978 the Department honored her on Foreign Service Day for her pioneering efforts.

In 1924 Joseph Grew, Under Secretary of State, noted in his diary that he thought Lucile Atcherson "was let into the Service . . . through the direct intervention of President Harding and it has established a very unfortunate precedent."[25] Although Harding said he had "no direct or particular interest" in the appointment of Atcherson,[26] he was well aware of her desire to become an officer in the diplomatic service.

In 1921 there had been a number of newspaper reports that Senator Willis and Attorney General Price of Ohio had urged President Harding to appoint her to a diplomatic post.[27] *L'Oeuvre*, a French newspaper, was quoted as saying that there was no reason why women should not be as valuable as men in the diplomatic service.

> They will doubtless say that women lack discretion. What of men? Is it not understood that secret diplomacy has been renounced—at least since the Versailles Treaty? As for elegance, charm, finesse, subtility—which are essential virtues of diplomats—who cannot attribute them to women?[28]

Atcherson has stated that she knew nothing about this effort on her behalf until the newspaper stories were printed.[29]



(Form No. 1.)

OATH OF ALLEGIANCE AND OFFICE.

I, Lucile Atcherson, *of* Ohio, *appointed* Secretary of Embassy or Legation of class four *of the United States* ~~*at*~~ *, do solemnly swear that I will support and defend the Constitution of the United States against all enemies, foreign and domestic; that I will bear true faith and allegiance to the same; that I take this obligation freely, without any mental reservation or purpose of evasion; and that I will well and faithfully discharge the duties of the office on which I am about to enter. So help me God.*

Lucile Atcherson

Sworn and subscribed before me, a Notary Public *in and for the* County of Franklin, State of Ohio*, this* 16th *day of* December *A. D.* 1922

John G. Price
Notary Public, Franklin County, Ohio.

28. Atcherson's Oath of Office, Dec. 16, 1922. (Source: National Archives)

In January 1922 Harding received and wrote a number of letters about her case. Agnes Bryant Dickinson wrote the President that the Columbus (Ohio) Women's Association of Commerce had unanimously endorsed Atcherson for secretary of embassy in the American Diplomatic Service. She informed him that "three hundred Columbus women voters, who know and admire Miss Atcherson, urge you to see that she is appointed to this office."[30] Harding replied that he would "like to see her called to service." He had thought the arrangement had been made with Myron T. Herrick, Ambassador to Paris, when he was appointed in April 1921. Harding assumed that the difficulty had been that Atcherson had never taken the necessary examinations. He told Dickinson that he would inquire what steps had to be taken to make her available for appointment.[31]

Henry P. Fletcher, Under Secretary of State, in replying to a letter from President Harding, confirmed that there had been considerable publicity in April 1921 about Atcherson's possible appointment to Paris. Toward the end of May 1921 Atcherson had applied for permission to take the Diplomatic Service examination. In addition, John G. Price, Attorney General of Ohio, called at the Department of State in her interest. Lucile Atcherson was duly designated as being eligible to take the examination. Fletcher assured the President that the examinations were "conducted with a view to ascertaining the qualifications of the candidates without prejudice of any political or social standing." The Department desired to have:

> These examinations conform with the democratic ideals of our government, so that every candidate may have an equal and fair opportunity to demonstrate his fitness for appointment. If Miss Atcherson takes the examination the same consideration will, of course be given to her as to the other candidates.[32]

President Harding replied to Fletcher, "I do think it would be a fine thing to employ a capable woman in the service."[33]

A week later President Harding informed Atcherson about the correspondence he had received from her friends in Columbus. Upon discussing the matter with the Department of State, he had learned that "no appointments have been made except through the regular channels of examination and certification for the service." It would be possible for him to name her by Executive order, "but there are so many requests of that character that I have steadfastly refrained from making such a nomination in the service." He added, "I think it will be the better for the service and better for you when you enter the service if we proceed along the regulation lines."[34]

During 1921-1923 there were 10 instances[35] when women took the Foreign Service examinations—6 the diplomatic exams and 4 the consular exams. No woman took the examinations in 1924. In addition to Lucile Atcherson, three of the women made passing grades of 80 or better in the written examinations—81.79, 82.06, and 85.77. The scores of these three in the oral examinations were too low, when averaged with their written scores, for them to obtain the grade of 80 which was required in order to become eligible for appointment. The others failed both the written and oral tests.[36]

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The legal residences of the women who took the examinations from 1921 to 1923 were not concentrated in any one section of the United States. Two came from Pennsylvania and one each from Connecticut, New Jersey, Ohio, Louisiana, Colorado, Texas, and Arizona.

The Rogers Act

Following the passage of the Rogers Act on May 24, 1924,[37] which amalgamated the Diplomatic and Consular Services and established the modern Foreign Service, President Calvin Coolidge issued Executive Order No. 4022 on June 7, 1924.[38] This Executive order prescribed the regulations which would govern the reorganized Foreign Service. Among other things it set forth the role of the Board of Examiners, the Board of Foreign Service Personnel, and the nature of the examinations to be given to candidates.

The examinations were to include the following subjects:

> [A]t least one modern language other than English (French, Spanish, or German by preference); elements of international law, geography, the natural, industrial, and commercial resources and the commerce of the United States; American history, government and institutions; the history since 1850 of Europe, Latin America and the Far East; elements of political economy, commercial and maritime law.[39]

No women were among the 185 persons who took the Consular Service examinations in 1924—no Diplomatic Service examinations were given—prior to the passage of the Rogers Act. It was, however, only a short time before Department of State officers such as Wilbur J. Carr and J. Butler Wright, and the Office of Foreign Personnel, the Board of Foreign Service Personnel, and even Secretary of State Charles Evans Hughes were confronted with the problem of the treatment to be accorded women under the Rogers Act and Coolidge's Executive order.

In a letter of October 2, 1924, Robert L. Bacon, Congressman from New York, introduced a young woman of Long Island to J. Butler Wright, Third Assistant Secretary of State. Bacon had previously discussed with Wright the woman's "ambition to enter the Foreign Service, and her desire to fully prepare herself for such a career."[40]

In an interview with the applicant and her mother Wright explained the general conditions under which the Foreign Service was being administered. Responding to their inquiry regarding the opportunity for women, he told them that, "while there was no discrimination whatever against women on account of their sex, the Department was, nevertheless, continually faced by the problems that there are certain posts to which the Department feels that it should not send women—at least for the present."

Wright tried to describe the conditions that might arise at certain posts making them undesirable for women. This led to a dilemma for the Department—whether it was fair to accept women whose assignments would be limited "to what might be called the more attractive posts." This would limit "their field of duty and usefulness" and require the men in the Foreign Service "to serve at the less desirable posts." After considerable discussion, the mother and her daughter stated that the best thing for the daughter would be to take a "sporting chance" and take the forthcoming examination in January 1925.[41]

If Wright thought his interview would end the Department's problem regarding the young woman, he was to be disillusioned in a hurry. The next day, October 9, 1924, the mother, acting as spokesperson for her daughter, wrote Wright a letter, which was considered by some departmental officials to be "extremely controversial."[42]

The mother's seven-page letter contained four basic parts: her reasons why women should be admitted to the Foreign Service; the threat of the recourse that could be taken; her reasons for not doing this; and her expectations of actions the Department might take. She claimed that certain activities of the Foreign Service were peculiarly adapted to women, "however much in other portions of its field it was by climactic [sic] conditions and moral standards unfitted for them." Having been given the right of suffrage, it would appear that "a certain number of women were now justly entitled" to certain preferred places. This would be consistent with recognition of the "changed nature of the electorate" caused by universal suffrage.

Wright's statement that men would have to serve in the more difficult posts "was in the final analysis a discrimination not against but in favor of the man," according to the mother. A man would have the "lion's share" of appointments, "permitting him as a result of his all-round efficiency to count upon rapid advancement to the highest posts" while women would have to "in patience rely upon the slower force of work well done."

The mother went on to say that the efficiency of the Service would be served by placing women at certain posts. There, "a woman's conscientious, often brilliant intellect, her quick intuitive grasp of difficult situations, her warm sympathy, ready tact, practical but fine idealism, could be utilized." Certainly these qualities would be most fruitful in "relation to and contact with the rest of humanity."

The mother also stated that she had sought advice from a Washington judge on what steps to take on behalf of her daughter.

The judge had recommended that an effective petition be brought to the attention of Secretary of State Hughes in much the same way women had got representation on the National Republican Committee. She had decided that she did not want to be the one to do this. Because of the publicity that would occur, it would be "like opening the floodgates where only a silver stream should quietly flow through. . . . If ever in the progress toward broader fields for women, progress should be sane and slow, that the results of their participation may be accurately gauged in justice to the Service, it would seem to be precisely here and now, would it not?"

In conclusion, the mother said she would not wish to precipitate action "even against a well recognized injustice." She emphasized that this would be the case, especially if she were convinced that a suitable number of positions were to be "given to properly equipped women through the wisdom and the foresight, through not the generosity alone but through the good sense and statesmanship of the men who are now in control of it [the Foreign Service], who are shaping its re-making."[43]

While the Department was trying to determine how it should reply to this letter, the mother and her daughter had yet another interview—this time with Wilbur J. Carr, Director of the Consular Service. He outlined for them the rules of admission of people to the examinations and for determination of those who were suitable for appointment. In determining the fitness of each applicant, Carr said that "it becomes necessary to consider the question of availability." There were diplomatic missions in some 50 countries with different climatic and social conditions and social conventions. There were also more than 400 consular offices scattered over the world, each involving a "multitude of physical considerations. . . . Candidates could not be certified as eligible from the standpoint that they would be able to serve in half a dozen of the nearly 500 posts, but must be chosen to serve in all or at least the majority of them."

Carr continued by saying that, in addition to conditions of health and climate,

> there arise other problems due to custom and convention prevailing in many countries with respect to the employment of women in public positions; the practical inability of women to perform a large number of services required of all commissioned officers in the Foreign Service, as for example, the shipping and discharging of seamen, the inspection of vessels; the contact work in dealing with certain types of immigrants; the contact work and association incident to gathering commercial and political information, impossible except to officers capable of mingling freely with the persons from whom the information is to be obtained and associating with them either in club, general social or business circles.

Carr thought it was virtually impossible for women to adapt themselves to these conditions and render the kind of service "all right minded women would wish to render."

The mother claimed "the right of women, as a large part of the electorate, to representation in the Foreign Service." Carr replied that,

> no citizen in this country had any right to representation in the Foreign Service, much less any special class of citizens; that we could not administer the Foreign Service or obtain proper representation abroad on any such principle; that the principle of selection of representatives for this Government in foreign countries must rest solely upon the fitness of individuals to do efficiently the work which they are selected to do.

Carr commented candidly that, if his own sister came to him with the question being discussed,

> I would advise her in no circumstances to enter the Foreign Service because . . . in the Foreign Service she would find herself hopelessly handicapped in the sense that she would be unable to overcome the practical disabilities which her sex would impose upon her in accomplishing the work of a foreign service officer in the face of adverse customs and social restrictions, conditions which this Government can not remedy or control but to which its agents must adapt themselves as best they may; that the result of entering that Service would be failure to give a full measure of service to the Government and failure to attain in any proper degree the satisfaction, experience and reputation which would be among her natural aims in entering into that branch of work; and that ultimately she would suffer disillusionment and disappointment.[44]

In response to Wright's request for help in answering the letter of October 9, 1924 that outlined the mother's arguments, H. R. Wilson of the Office of Foreign Personnel suggested "a friendly letter . . . to the effect that you made your views as clear as possible in conversation with her." Wilson also recommended that Wright tell her that he would welcome a further opportunity to discuss the matter but "that questions of policy which may affect the Service should not form a part of personal correspondence."[45]

Wright accepted these suggestions, and a letter along these lines was drafted and sent.[46] At the same time he was urging that the subject of women be placed on the agenda for the next meeting of the Board of Foreign Service Personnel.

Decisions of the Foreign Service Personnel Board

When the Board convened on November 6, 1924, Wright suggested it should take up the question of the assignment of

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Lucile Atcherson to an overseas post. Closely associated with this matter was the necessity to reach a decision regarding the admission of women to the next Foreign Service examination.

Carr thought that the Board could make no rule that would exclude women. Therefore, "the most feasible way to deal with the question was to defeat them in the examination" on the basis that they were not "fitted to discharge the exacting and peculiar duties" of an officer in the Foreign Service.

Under Secretary Joseph C. Grew felt this "would be a subterfuge, and would not meet the situation as fairly and squarely as he would like to have it met." If the Foreign Service Personnel Board were to defeat women who were qualified by education to pass the examinations successfully, "the whole thing will sooner or later come to a head with a 'bang,' and we will find ourselves confronted with the problem more serious than it is now."

Some Board members were concerned about the way in which women could be discouraged from taking the examinations. Although it might be comparatively easy to do this in conversation with them, there needed to be some formula to follow in writing to female applicants.

Grew was of the opinion that the Board should first ask the President to sign an Executive order that would exclude women from the examination. If this failed, the Board could then adopt Carr's idea of defeating the women in the exam. Meanwhile, the decision of Lucile Atcherson's overseas assignment was deferred.[47]

The Executive Committee of the Board[48] proceeded to prepare a memorandum on how it might be "possible to relieve the Government of the necessity for the appointment to the Foreign Service" not only of women, but Negroes and naturalized citizens as well. The Committee presented three alternatives:

> 1) a frank statement or an Executive Order that, because of the limited availability for service at any and all posts, persons in these groups were not eligible for employment and would not be designated for the examinations;
>
> 2) if an Executive Order was not considered feasible, limited availability should be considered sufficient grounds for rating applicants so low that they could not possibly obtain a passing mark [The Committee commented: 'This will doubtless bring the Board considerable criticism and representations from influential friends of applicants.'];
>
> 3) acceptance of all applications on an equal basis and with equal treatment in the examinations.[49]

Grew asked for comments from Carr and Wright before taking up the matter with Secretary Hughes. Both Carr and Wright continued to oppose the admission of women to the Foreign Service and thought that an Executive order would be by "far the easiest solution." It would be a "great convenience" to the Board of Examiners.

Carr suggested that the President amend the existing order by adding women, Negroes, and naturalized citizens as classes who could not be certified as eligible to take the exams.[50] He pointed out that the Foreign Service Personnel Board had declined in the past to pass during the oral examinations candidates regarded as "deficient in personality, in tact, objectionable from the point of view of manners, judgment and in other respects, because of its opinion that no person with these weaknesses could successfully perform the duties of a Diplomatic or Consular Officer." Carr saw no difficulties in extending consideration to matters of sex, color, and place of birth. In nearly every case where women were being examined, he believed certain qualities would be revealed upon which the Board could base an adverse opinion "other than those of sex."[51]

Wright did not think the President would be inclined to issue the order. Therefore, the alternative would be to fail women as not "fitted for appointment." Although this might be considered "as merely camouflage, this procedure would seem to be the next best ground upon which this proper discrimination may be exerted."[52]

A few days later Secretary Hughes emphatically stated that the President would not issue an exclusionary Executive order, and "I should not be willing to recommend it." If women, Negroes, and naturalized citizens were admitted to the examinations, "they are entitled to fair and impartial treatment and should not be rated so low that they cannot obtain a passing mark merely because of the fact of sex, color or . . . naturalization." The present Executive order "must be obeyed in accordance with its intent." At the same time, it had to be recognized that the question of availability would have to be considered in each case. Naturally, there would be limitations on where women could be assigned because no one who had passed should be assigned to a position "for which he or she is not fitted." There was no authority "to deny absolutely in advance every possible opportunity at any time in the future to one who is eligible to take the examination and has passed it."[53]

Hughes did more than emphasize to the Board of Examiners that no woman should be prevented from passing because of sex. He went so far as to say that he thought "it would only be a question of time before women would take their place in diplomacy and consular work just as in other professions." He saw no reason for "creating friction by attempting to stem the inevitable tide temporarily."[54]

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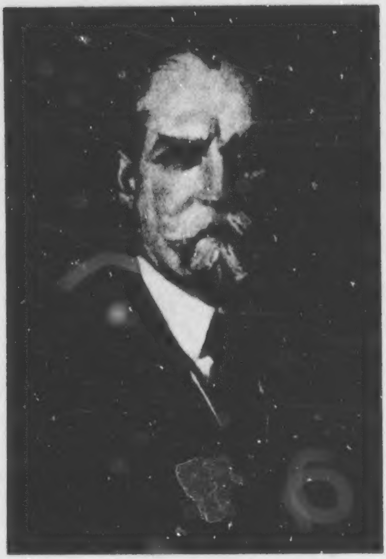


29. Charles Evans Hughes, Secretary of State, 1921–25. He emphatically stated that all who took the Foreign Service examinations, including women and negroes, were entitled to "fair and impartial treatment." (Source: Department of State)

Grew concluded that it followed from Secretary Hughes' ruling that the Foreign Service Personnel Board had no right to set up a separate branch of the Foreign Service for women alone. He informed Hugh Wilson that the Department might as well accept the fact that "women will be satisfied with nothing less than treatment on complete equality with men with respect to the Foreign Service as Clerks, Foreign Service Officers, Ministers and Ambassadors." As far as the Board of Examiners was concerned, the question of sex could no longer be used to determine eligibility.

Grew saw only one course of action that could be followed. The examinations of both men and women must be thorough so that "no one not clearly possessing fitness for the Service shall be certified as eligible." Appointments for both sexes should be made in the same manner. There would be the tendency, once women were sent to the field, to protect them by giving them inside work or clerical duties and by shielding them from difficulties in which their positions would place them. Grew did not believe this should be done. Instead, every woman should be rated for her efficiency the same as any male employee. "Otherwise there would be no equality of treatment and my understanding is that first and foremost of the claims of women . . . is that they shall be treated exactly as men are treated."[55]

The First Examination After the Rogers Act

The first examination following the passage of the Rogers Act was given in January 1925. Of the 199 persons who were designated as eligible to take the examination, 8 were women. Four of these were among the 144 persons who presented themselves to take the tests. Two seemed to be entirely fitted for the Foreign Service from the standpoint of education and culture. They passed the written examination "brilliantly."[56]

The first oral examinations[57] were probably a strenuous and emotional time for all Foreign Service officer candidates. Grew noted that on the first day, January 14, 1925, the Board examined 16 persons, giving about 15 minutes to each individual. Of the 16, 2 "seemed available" for the diplomatic corps and one for the consular branch.

> Most of the others were hopeless, including one woman who was a perfect fund of information and answered every question perfectly but in a purely mechanical and routine way which showed that she had simply absorbed her knowledge and had no imagination or flexibility of any kind.[58]

After 4 days the oral examinations were in full swing; 50 candidates had been examined and 8 possibilities were found. Not all were that promising. One man thought the capital of "Nicaragua was Manure and another said he wanted to go into diplomatic service to meet people and that his conception of diplomacy was 'to smooth things over'."[59]

Carr, one of the examiners, noted in his diary on January 22, 1925:

> Examinations. Another girl today. Frightened badly. The thumping of her jugular vein was so terrible that I took out my watch and counted 120 per minute! And notwithstanding all this emotion she answered questions well.[60]

In March, Under Secretary Grew wrote to Hugh Gibson, Minister to Switzerland in Berne, that the examinations were over. Of the 144 taking the examinations, "Only twenty passed, including one negro [Clifton Wharton] who will go at once to Liberia." Wharton was to become in 1961 the first black career officer named Ambassador.

In speaking of two of the women, Under Secretary Grew said one seemed to possess "force of character" while the other appeared to lack it. The forceful one, Pattie Field of Denver, "passed with flying colors, and I think," Under Secretary Grew wrote, "she will make as effective an officer as could be found among her sex." At the same time Under Secretary Grew expressed his general views of women, the examinations, and the Foreign Service:

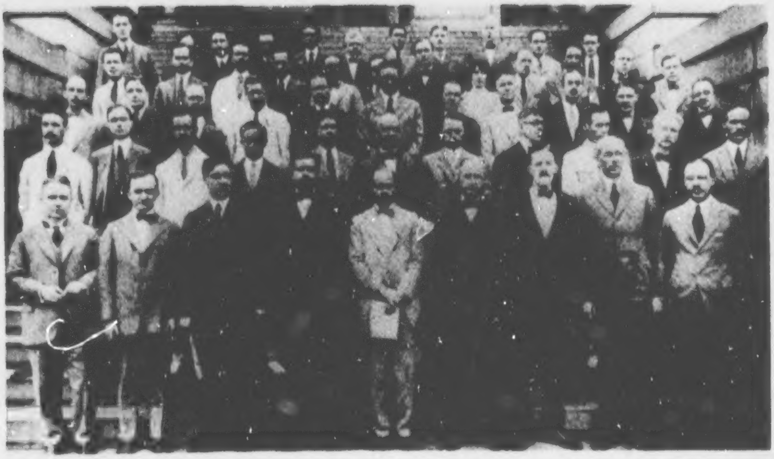
30. Pattie Field, second woman Foreign Service officer and first to pass the examinations after the passage of the Rogers Act in 1924. (Source: Department of State)

> As long as women are permitted to come up for the examinations—and of course they always will be—it would be the most patent kind of dishonesty to exclude them from passing merely on the ground of sex. In cases where women candidates have the necessary character and force to deal successfully with difficult problems, we can only let them in and give them a fair trial. In the case of Miss Field who enters subsequent to the passage of the Rogers Act, we shall probably send her first to a consulate where she will have rough and tumble work to perform and see if she can get away with it. If she fails, it will be an indication that no woman is capable of carrying out all the duties of a Foreign Service officer and this would probably make it more difficult for women to pass in the future. The principle must have a fair test.[61]

Pattie Field was certified for appointment on March 8, 1925. She took her oath of allegiance on April 20, 1925, as a Foreign Service officer, unclassified, at a salary of $2,500 a year.

The Assignments of Lucile Atcherson and Pattie Field

After dealing with the basic problem of women and the Foreign Service examination, the second immediate problem facing the Foreign Service Personnel Board was the overseas assignment of Lucile Atcherson. Following her appointment in December 1922 she had been in the Division of Latin American Affairs. Throughout this period of time she had been doing research on U.S.-Haitian relations under the direction of Dana Munro. Meanwhile, male officers had been in the office for a short



31. Foreign Service officers on duty in the Department, 1924. Lucile Atcherson is in the fourth row, fifth from the right. (Source: *American Foreign Service Journal*)

32. U.S. Legation in Berne, Switzerland, where Atcherson was first assigned overseas. (Source: *American Foreign Service Journal*)

time, receiving training in political affairs for a month or two and then being assigned to overseas positions.[62]

In December 1924, J. Butler Wright suggested keeping her in Washington as long as possible and then appointing her to a post, such as in Scandinavia, which would prove the least embarrassing and difficult for her. The Board should then reappoint her to the Department as soon, and for as long a time, as possible under the law.[63]

On March 25, 1925, Under Secretary Grew wrote Hugh Gibson regarding the assignment of Atcherson. He said that the Personnel Board had "scanned the field fully and finally came to the conclusion that the best possible post and the best possible Chief for her first foreign assignment were Berne and your good self." The decision to send her to Switzerland "is in fact a compliment to that country and a recognition of its progressiveness."[64]

Gibson replied that he thought she should be assigned to a large embassy rather than to a legation. He also thought that she would find herself in an "unenviable and conspicuous position after the first ripple of excitement after her arrival had subsided."[65] Gibson's protest arrived too late. The Department had assigned Atcherson as Third Secretary of the Legation at Berne on April 11, 1925.[66]

A week later the *New York Evening Post* greeted her assignment with headlines that read "**Washington Bows To Women In Appointments To Office**" and "Miss Atherton's [sic] Elevation to Position in Foreign Service Heralded as Mark of Recognition to Ability of Fair Sex." The newspaper noted further that

> The appointment to Berne is held to be a good 'stepping stone' in the service and the only woman foreign secretary will sail shortly to take up her new duties abroad with the same enthusiasm and interest that marked her career here in Washington.[67]

Under Secretary Grew disagreed with both arguments that Gibson had presented in his letter of April 6. Under Secretary Grew wrote, "In a big embassy she would be side-tracked and we would probably be unable to get any fair estimate as to her ability to carry out the duties of a diplomatic secretary, including contacts with colleagues, officials, and others." If Atcherson had the proper qualities, he thought

> people will be inclined to give her a fair reception and to help her along rather than to hinder her. If she falls quietly into her niche without any fireworks, . . . the thought that she is some sort of a phenomenon ought to subside very quickly and people will soon get used to her being there.[68]

In the meantime Gibson was raising other objections to the appointment of women. On April 20, 1925 he wrote Secretary

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Hughes and Under Secretary Grew regarding the establishment of precedents for governing activities of women in the Diplomatic Service. Many of the problems he raised were protocol matters: Should Atcherson call on all the gentlemen representatives of the various countries? Where would her place be at official dinners? Should she remain at the table over a glass of port or retire to the drawing room alone and wait until the President of the Republic rose and said, "Gentlemen, shall we join the lady?" And what dress should she wear on official occasions—a dress suit and top hat?

Another problem facing Gibson was office space for Atcherson. It would be necessary to place her desk in a room that had been used for the storage of old files. Gibson ventured "to point out that anything once put in the file room has never been found again."[69]

Before Atcherson left for Berne, she talked with Under Secretary Grew about her future duties. He anticipated some of Gibson's questions and told her that without doubt there would be times when "her sex would make it difficult and embarrassing for her to take part in all the official activities of the Diplomatic Corps on an equality with her male colleagues." He referred to two dinners given by the Swiss Government and the Diplomatic Corps at which she would be the only woman "in a room with a hundred men smoking cigars and drinking beer." Atcherson replied that on such occasions "a temporary absence from Berne would come in very conveniently."

Under Secretary Grew outlined two alternatives for Atcherson. One would be, that having entered the Foreign Service, she would "regard herself as on an exactly equal basis with her male colleagues and to proceed in every respect regardless of sex." The other would be to follow the "line of least resistance in the face of possible embarrassments to herself or the Legation when circumstances arose such as the dinners. . . . " Atcherson agreed that she had no intention of following the first line as the second one "would be the only sensible attitude to take."

Under Secretary Grew wrote Gibson that he thought the latter would find Atcherson to be "a very sensible and reasonable person," amenable to instructions or suggestions. From her attitude Grew believed she would "settle into her niche with the least possible splash," and that she would "probably prove to be a quiet, dignified and hard-working member" of Gibson's staff.[70]

Even after the assignment and arrival of Lucile Atcherson in Berne, Hugh Gibson continued to have reservations about women in American diplomacy. He did not think Under Secretary Grew's position that the policy of giving the same examinations and admitting those who passed the exams was "anything sacred."

Although Secretary Hughes had formulated the policy, he could not see "that these orders are unchangeable if it becomes apparent that they are in need of revision."

The Foreign Service had taken in two women (Atcherson and Field) which was "a very radical experiment. We have no precedents by which to judge how useful women will be in this field. I am not trying to prejudge this," Gibson wrote. "They may prove of great value or they may prove a failure."

Gibson noted that Under Secretary Grew had thought that "women will eventually be admitted to diplomacy just as definitely as in law or medicine." Although Grew might be right, Gibson did not think anyone was "in a position to offer anything more definite than an opinion."

Gibson suggested that it would be wise to refrain from taking in any more women until some idea of their "possible usefulness" could be formed. If after 2 or 3 years it was apparent that women "could be used to advantage by all means let us take them in. If . . . their usefulness is impaired by disqualifications inherent in their sex, we presumably don't want to take in any more." It would be more difficult to eliminate 10 or 15 than 1 or 2. "Why incur this risk needlessly?"

The problem could be met, according to Gibson, if the Secretary of State said he wanted to proceed slowly in adding more women until their usefulness was determined. "Why rush ahead blindly and commit ourselves to the idea that women have a recognized place in diplomacy with the possible danger of having to reverse ourselves later on?"

Gibson denied that this was antifeminism. He thought experience would show that "women are not adapted to this sort of [diplomatic] work." At the same time "there are certain lines of endeavor for which I believe men are unsuited but I don't consider that antimasculinism." Gibson concluded,

> If I considered myself alone I should keep quiet and pray for the admission of a number of women. With only one woman in the diplomatic service I shall inevitably be the storm center if things go wrong, whereas I should pass in the crowd if we had an array of youth and beauty in our ranks.[71]

William R. Castle, Chief of the Division of Western European Affairs, was in agreement with Gibson that the Department should consider the acceptance of Atcherson and Field as an experiment. Castle wrote Secretary Hughes that "we want to see how it works with those we already have" before taking in any more women. Hughes apparently agreed that the Department should not go any further at that time.[72]

Carr disagreed with the others regarding Gibson's proposal. He did not think the President would consider any modification of

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his Executive order that would exclude "women from the examinations, nor is it likely that the President would approve of refusing to designate women for the examinations because of the political question which would be raised." Therefore, the Board of Examiners must conduct an honest examination of any woman who had been designated to take the exam. Experience in the first year showed, according to Carr, that women had found it "exceedingly difficult to attain the required percentage" to be eligible for appointment. "No doubt this is due to the peculiar nature of the Foreign Service examinations." Therefore, it seemed evident that the percentage of women demonstrating the qualifications essential to being a Foreign Service officer would be small, at least for the present.

Carr, in a memorandum to Wright, wrote,

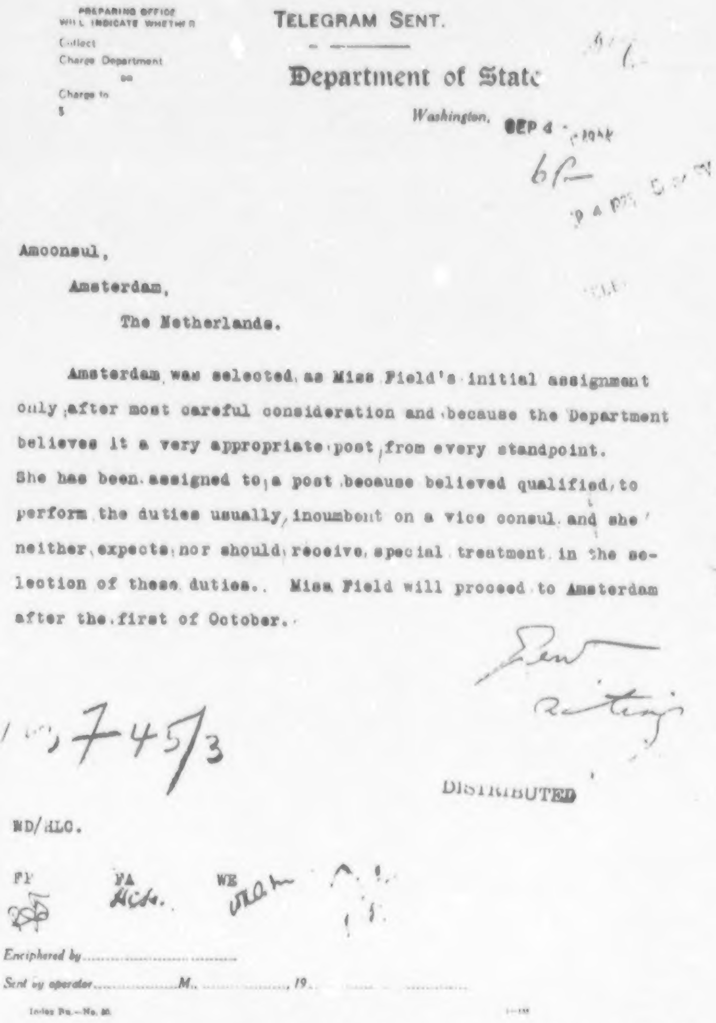
> If . . . the members of the Service are to persist in carrying on discussions by correspondence in regards to ways and means for preventing women from being admitted into the Foreign Service and creating an impression that the Board is excluding them through arbitrary use of its powers rather than through orderly processes of an examination and judicial determination of their fitness for appointment, a charge of discrimination is almost certain to be made and so much political pressure focused upon the Board of Examiners as to make the honest performance of its duties wellnigh impossible. Officers of the Service who have the permanence of the Service . . . at heart, will do well . . . to give the Board of Examiners their complete loyalty, sympathy, and helpful suggestions, and to avoid as they would the plague, any suggestions that . . . its [Board of Examiners'] powers are not being properly exercised to exclude certain classes of people, or that its work is unsatisfactory. The progress of this entire system rests upon public confidence and the confidence of the members of the Service.[73]

Lucile Atcherson continued at Berne about 2 years until she was transferred as Third Secretary of the Legation in Panama on February 11, 1927.[74] She resigned from the Foreign Service effective September 19, 1927. Her resignation was accepted "with regret."[75]

After several months at the Foreign Service Institute in Washington, Pattie Field was assigned as vice consul at the consulate general in Amsterdam and reported for duty on November 2, 1925. William H. Gale, consul general, had read newspaper reports of the appointment before he received notification from the Department. In a telegram to the Department, he said,

> If true earnestly advise reconsideration and suggest assignment to a post having larger staff where appropriate duties could be arranged. A woman would not fill the requirements here and would be worse than useless.[76]

The Department informed Gale that Amsterdam had been selected "after most careful consideration." Pattie Field was believed to be qualified to perform the duties of a vice consul. "She



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OR
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TELEGRAM SENT.

Department of State

Washington, SEP 4 1925

Amconsul,
Amsterdam,
The Netherlands.

Amsterdam was selected as Miss Field's initial assignment only after most careful consideration and because the Department believes it a very appropriate post from every standpoint. She has been assigned to a post because believed qualified to perform the duties usually incumbent on a vice consul and she neither expects nor should receive special treatment in the selection of these duties. Miss Field will proceed to Amsterdam after the first of October.

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33. Telegram to Amsterdam, Sept. 4, 1925, stating the reasons for assigning Pattie Field to that Consulate. (Source: National Archives)

neither expects nor should receive special treatment in the selection of these duties."[77]

Under Secretary Grew also wrote Gale about Field's forthcoming appointment. In commenting on Field, Under Secretary Grew said that she "passed such an excellent examination and impressed the Board so favorably by her general qualifications that it could only, in all conscientiousness, give her a passing mark." He told Gale that he thought

> Miss Field is particularly fortunate in going to such a Chief as yourself, and I know that whatever may be your personal views with regard to the principle involved in the admission of women to the Foreign Service you will none the less give her the same sympathetic advice and support that you would give to any young man on your staff.

Under Secretary Grew had talked to Field and pointed out that there would undoubtedly be times when her sex would make it "difficult and embarrassing" for her to take part in some of the official activities of the consular corps on an "equality with her male colleagues and that on such occasions little would be gained by asserting the rights of her position." On the other hand she should not expect to be "sheltered from the normal duties of the office which a man is called upon to carry out."

The Under Secretary asked Gale to inform the Department if the consulate general was handicapped by inability on the part of Field to carry out all of the normal duties of a vice consul. Only in this way could the Department determine "whether women can take their proper place in this profession without loss of efficiency to the service and without placing added burdens on the shoulders of their male colleagues."[78]

Pattie Field, according to Gale's successor, Charles L. Hoover, was a "charming young lady," possessed a "good Mind," and gave some promise of developing into an "officer of considerable talent along certain lines."[79] She performed well enough that Alexander Goldstein, Export Manager of the Everseal Mfg. Co. of New York City, wrote the Department of State that he had been assisted by Pattie Field in the absence of the consul. "It affords us considerable pleasure to state that we were courteously received and Miss Field assisted us greatly in important commercial matters."[80]

On July 3, 1929, after almost 4 years of employment, Field submitted her resignation from the Foreign Service to accept a position with the National Broadcasting Company. It was accepted by the Foreign Service Personnel Board on July 11, to be effective as of June 27, 1929.[81]

Consul General Hoover suggested that the principal reason for Field's resignation might have been that "she has not found life abroad to be as pleasant as she had anticipated it would be." She seemed to be apprehensive of losing contact with "her relatives and countrymen, to whom she is sincerely devoted." On the other hand, Hoover added, "it may have been purely a question of obtaining a more lucrative position and greater financial advantage than she could have gained by remaining in the Service."[82]

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Grew looked upon the admission of Lucile Atcherson and Pattie Field into the Foreign Service as "something of a test to ascertain whether women are actually fitted to carry out all the duties and functions of the Foreign Service on a par with men." Based upon his personal knowledge of the difficulties one met in Foreign Service work, local customs, foreign officials, and many other considerations, Grew said he would "never personally recommend a young woman to take up the Foreign Service as a profession, but on the contrary would do my utmost to dissuade any young woman in whom I had a personal interest."[83]

Four More Successful Women, 1926–29

Between 1926 and 1929 the Board of Examiners designated 84 women to take the Foreign Service examinations. Of these, 73 appeared to take the exams, with 10 passing the written tests. Four women, or 4.8% of the total number who had been interested initially, each received a combined average score of 80 on the written and oral examinations and were appointed to the Foreign Service.[84]

In 1927 Frances Elizabeth Willis became the third woman Foreign Service officer. Contrary to the short time her two predecessors had served in the Foreign Service, Willis was to make diplomacy her lifetime career. Born in Metropolis, Illinois, she attended the University of Redlands and received her B.A. degree and Ph.D. degree in political science from Stanford University. In addition she did postgraduate work at the Université Libré de Bruxelles in Belgium. She taught history at Goucher College and political science at Vassar College. During the summer of 1926 she was engaged in teaching and public health work in Greenland for the International Grenfelt Association of Labrador.[85]

34. Frances E. Willis became the third woman Foreign Service officer in 1927. (Source: *American Foreign Service Journal*)

In 1927 she decided to join

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TABLE 1

Department of State
Foreign Service Examination Statistics[1]
1923–32, 1936–41[2]

Year	Designated[3]			Took Written			Passed Written			Passed Written & Oral			Appt'd to Foreign Service[5]		
	T	W	%	T	W	%	T	W	%	T	W	%	T	W	%
1923	338	2	0.6	245	2	0.8	(4)	(4)	(4)	56	0	0	50	0	0
1924	240	0	0	185	0	0	(4)	(4)	(4)	36	0	0	35	0	0
1925	427	15	3.5	317	8	2.5	(4)	(4)	(4)	40	1	2.5	38	1	2.6
1926	153	9	5.8	126	7	5.5	24	0	0	37	0	0	26	0	0
1927	310	18	5.8	201	17	8.5	42	3	7.1	37	1	2.7	40	1	2.5
1928	513	35	6.8	383	34	8.9	66	4	6.0	74	2	2.7	74	2	2.7
1929	313	22	7.0	233	15	6.4	24	3	12.5	62	1	1.6	61	1	1.6
1930	196	11	5.6	152	7	4.6	49	1	2.0	38	0	0	36	0	0
1931	495	29	5.8	362	16	4.4	114	16	14.0	61	0	0	61	0	0
1932	864	(4)	(4)	712	(4)	(4)	(4)	(4)	(4)	39	0	0	39	0	0
1936	914	47	5.0	727	38	5.2	105	4	3.8	33	0	0	14	0	0
1937	622	27	4.3	456	19	4.2	63	2	3.2	27	0	0	25	0	0
1938	634	19	3.0	482	14	2.9	108	(4)	(4)	32	0	0	23	0	0
1939	683	18	2.6	512	10	2.0	101	(4)	(4)	34	0	0	32	0	0
1940	674	17	2.5	483	9	1.9	93	1	1.1	45	0	0	34	0	0
1941	(4)	(4)	(4)	440	13	3.0	80	0	0	40	0	0	40	0	0

Key: T – Total
W – Women

[1] Based on data in Board of Examiners files, Lot 52–337.

[2] No examinations were given in 1933–35.

[3] Persons designated by Board of Examiners as meeting requirements of Executive Order 4022.

[4] No information is available.

[5] Women Foreign Service officer appointments: Atcherson (1922), Field (1925), Willis (1927), Warner and Stogsdall (took examination in 1928 and appointed in 1929), and Harvey (took examination in 1929 and appointed in 1930).

the Foreign Service to gain experience in government which would be useful in her teaching career. "The more I taught, the more I realized how little I actually knew about Government. Everything I taught was something I had read or had learned from professors. I decided to find out firsthand what it was like," she recalled.[86]

She did not, however, go back to teaching as she had expected. Willis received her appointment to the Foreign Service on August 29, 1927 and was assigned as vice consul at Valparaiso on February 24, 1928. She continued in the Foreign Service for more than 37 years with Ambassadorships to Switzerland, Norway, and

35. The Foreign Service officer class of 1929 included the fourth and fifth women Foreign Service officers—Margaret Warner (second row) and Nelle B. Stogsdall (fourth row). (Source: Department of State)

Ceylon. In 1962 she became the first and only woman Career Ambassador.

Two more women were successful in passing the examinations for the Foreign Service in 1928. Margaret Warner, who was born in Lincoln, Nebraska, and appointed from Massachusetts, had attended Radcliffe College before taking the examinations. She entered on duty in the Foreign Service on May 7, 1929 and was assigned to Geneva where she continued until she resigned on November 29, 1931.[87]

Nelle B. Stogsdall was also a native of Nebraska. She was a graduate of Wellesley College and received her M.A. degree from Columbia University. In addition she attended L'École Libre des Sciences Politiques in Paris and the Columbia Law School. Stogsdall was a researcher for the Council on Foreign Relations in 1928. Her first assignment in 1929, after completing the work in the Foreign Service School, was as vice consul in Beirut.[88] Stogsdall married John P. Summerscale, a British vice consul at Beirut, on June 29, 1931. When he was transferred to another assignment, she resigned on October 28, 1931 to accompany her husband. By 1944 he had become an important officer at a key British embassy. Nathaniel Davis, Director of the Office of Foreign Personnel, in commenting on this, called Stogsdall "a valuable asset. She is certainly making a genuine contribution to her husband's diplomatic career, although she is not an officer of the [British] Service herself."[89]

Constance Ray Harvey was the sixth woman to be accepted as a Foreign Service officer. A native of New York, she received her education at the Lycée de Beauvais and the Sorbonne in France, the Geneva School of International Studies, the Williamstown Institute of Politics, Smith College, from which she received

36. In 1929 Constance Ray Harvey became the sixth woman to pass the examinations for the Foreign Service. She was assigned as vice consul at Ottawa in 1930. (Source: Department of State)

her B.A. degree, and Columbia University where she received her M.A. degree.

Constance Harvey, like Frances Willis, was to have a career of more than 30 years. Her first overseas assignment was as vice consul at Ottawa on April 29, 1930; her last one was as consul general at Strasbourg where she was serving at the time of her retirement on December 31, 1964. She was the first woman to hold the position of consul general in the Foreign Service.[90]

Women and the Foreign Service Examinations, 1930–41

In 1928 the Department distributed a pamphlet entitled "Opportunities for Women as Officers in the Foreign Service of the United States."[91] The pamphlet stated: "With reference to the opportunities for women in the Foreign Service, the entrance examinations are open to all American citizens, regardless of sex, not under twenty-one or over thirty-five years of age. . . . "[92] The pamphlet warned that "any young woman considering the Foreign Service should bear in mind that the 450 diplomatic and consular posts include a considerable number which are distinctly unhealthful and at which a woman would find living conditions

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much more difficult than a man." The women were told that they must be prepared to serve at such posts when they were called upon to do so. Furthermore, the Department of State could not remedy or control the customs and conventions in many countries regarding the employment of women. These would "place practical handicaps upon the accomplishment by women of the duties of a Foreign Service Officer." If a woman had not become discouraged by this, but wanted to persist in her ambition of becoming a Foreign Service officer, she could compete by taking the written and oral examinations.[93]

When Constance Harvey was appointed in 1930, *The New York Times* said, "The appointment of women to the Foreign Service, while a novelty only a few years ago, is no longer unusual."[94]

There actually proved, however, to be little reason between 1930 and World War II for women to have any hopes that might result from reading the pamphlet on "Opportunities . . ." or from the suggestion in the *Times* that women might expect further appointments to the Foreign Service.

During the 9 years that examinations were given from 1930 to 1941—none were given in 1933, 1934, and 1935—more than 200 women were designated as meeting the requirements of eligibility to take the examinations, as set forth in the Executive order of June 7, 1924. From 1930 to 1932 nine women received scores of 80 or above in the written examinations. In 1932 three of the women who competed were, in fact, the only persons to get 80 or more in the written tests given in January of that year. Of those who had expressed an interest in diplomatic and consular work, no woman after Constance Harvey in 1930 until the post-World War II period passed the oral examinations and was appointed.

Some 440 persons took the examinations in 1941—the last tests before U.S. entry into the war—of whom thirteen were women. Eighty-two men and no women passed the written examinations whereupon the *Foreign Service Journal* commented: "That's one time feminist would-be-diplomatists can't blame that august body—the Examining Board."[95] As might be expected, the Board of Examiners had been viewed by many as being anti-women for several years.

Notes

1. 11 *Stat*. 52.
2. This section of the act was repealed on Feb. 7, 1857. 11 *Stat*. 159.
3. Memorandum, Louis G. Dreyfus, Jr., NEA, to Joseph C. Green, BEX, "The Evolution of Foreign Service Examinations," Mar. 22, 1949, Lot 52-337.
4. *Ibid.;* Executive order, September 20, 1895.

5. 34 *Stat.* 99.
6. A secretary in the diplomatic service was an officer who had responsibilities for certain substantive, rather than clerical, duties under the direction of the minister or ambassador.
7. Application file of Mary Jane Clendenin, RG 59.
8. Application file of Meta K. Hannay, RG 59.
9. Memorandum from Robert Woods Bliss to Miles M. Shand, Apr. 8, 1921, Application file of Meta Hannay, RG 59.
10. Memorandum from Shand to Bliss, Apr. 9, 1921, Application file of Meta K. Hannay, RG 59.
11. Report of Board of Examiners, Diplomatic Service, Aug. 12, 1921, lot 52–337.
12. Harry W. Marsh to Wilbur J. Carr, Aug. 11, 1922, file 120.1/69, Central files, 1910–29, RG 59.
13. It was apparently a short time after this that Bulgaria named Mlle. Naid Stanciof as first secretary of its Legation in Washington. Mrs. A. L. Macfeat was the first woman to have her name appear in the U.S. *Diplomatic List*. She was the Second Secretary of the Irish Free State in Washington in 1925. *Register of the Department*, 1926, p. 271. Letter from Carr to Marsh, Aug. 12, 1922, file 120.1/69, Central files, 1910–29, RG 59.
14. Memorandum by Office of Foreign Personnel, "Case of Mrs. Louise E. MacNichol." file 123M235 MacNichol, Louise E., Central files, 1910–29, RG 59.
15. Consular Despatch No. 11733 from consulate general, London, Sept. 2, 1921, file 123M235, Central files, 1910–29, RG 59.
16. Letter from Carr to Skinner, Sept. 14, 1921, file 123M235, Central files, 1910–29, RG 59.
17. Consular Despatch No. 11858 from consulate general, London, Oct. 1, 1921, file 123M235, MacNichol, Louise E., Central files, 1910–29, RG 59.
18. Letter from Carr to Marsh, Aug. 12, 1922, file 120.1/69, Central files, 1910–29, RG 59; Report of Board of Examiners, Diplomatic Service, Aug. 9, 1922; Report of Board of Examiners, Consular Service, Aug. 20, 1923, lot 52–337.
19. Board of Examiners records, 1922, lot 52–337; *Register of the Department*, 1924, p. 92.
20. Interview of Lucile Atcherson (Mrs. George M. Curtis) by Homer L. Calkin, Mar. 13, 1978.
21. *Ibid.*
22. *Ibid.*
23. Board of Examiner records, 1922, lot 52–337.
24. Robert Woods Bliss to Lucile Atcherson, Dec. 5, 1922; Atcherson to Bliss, Dec. 13, 1922, file 123 AT 21/1, Central files, 1910–29, RG 59.
25. Joseph Grew Diary, Oct. 26, 1924, Grew Papers, Houghton Library, Harvard University.
26. President Warren G. Harding to Under Secretary Henry P. Fletcher, Jan. 17, 1922, Warren G. Harding Papers, Ohio Historical Society (Microfilm edition, roll 215, folder 1250).
27. *New York Times*, April 3, 1921; *Washington Star*, April 2, 1921.
28. Quoted in *Philadelphia Public Ledger*, April 12, 1921.
29. Interview with Mrs. George M. Curtis, March 13, 1978.
30. Mrs. Agnes Bryant Dickinson, Columbus, Ohio, to President Warren G. Harding, Jan. 14, 1922, Warren G. Harding Papers, Ohio Historical Society (Microfilm edition, roll 215, folder 1250).
31. President Harding to Mrs. Agnes Bryant Dickinson, Jan. 17, 1922, Warren G. Harding Papers, Ohio Historical Society (Microfilm edition, roll 215, folder 1250).

32. Henry P. Fletcher to President Harding, Jan. 16, 1922, Warren G. Harding Papers, Ohio Historical Society (Microfilm edition, roll 215, folder 1250).
33. President Harding to Fletcher, Jan. 16, 1922, Warren G. Harding Papers, Ohio Historical Society (Microfilm edition, roll 215, folder 1250).
34. President Harding to Lucile Atcherson, Jan. 24, 1922, Warren G. Harding Papers, Ohio Historical Society (Microfilm edition, roll 215, folder 1250).
35. There were only nine individuals since one person, Louise E. MacNichol, took the consular examination twice.
36. Reports of the Diplomatic Service Board of Examiners, Aug. 12, 1921, Aug. 28, 1922, and Sept. 7, 1923; Report of the Consular Service Board of Examiners, Aug. 20, 1923.
37. 43 *Stat.* 140.
38. See Appendix E for this Executive order.
39. Executive Order 4022, June 7, 1924.
40. Letter from Robert L. Bacon to J. Butler Wright, Oct. 2, 1924, Pers. Lib. files.
41. Memorandum by J. Butler Wright, October 8, 1924, Pers. Lib. files.
42. See note from Hugh R. Wilson, a member of the Executive Committee of the Foreign Service Personnel Board, to Wright, Oct. 16, 1924. Pers. Lib. files.
43. Letter to J. Butler Wright, Oct. 9, 1924, Pers. Lib. files.
44. Memorandum by Wilbur J. Carr, Oct. 15, 1924, Pers. Lib. files.
45. Memorandum from J. Butler Wright to Charles C. Eberhardt and H. R. Wilson, Oct. 15, 1924; Memorandum from Wilson to Wright, Oct. 16, 1924, Pers. Lib. files.
46. Letter from Wright, Oct. 20, 1924, Pers. Lib. files.
47. Minutes of 22nd Meeting of the Foreign Service Personnel Board, Nov. 6, 1924, RG 59.
48. Charles C. Eberhardt, Hugh R. Wilson, and Edward J. Norton.
49. Memorandum from Executive Committee to Under Secretary Grew, Wright, and Carr, Nov. 15, 1924, Pers. Lib. files.
50. The Executive order presently limited certification to persons between 21 and 35, citizens of the United States, those of good character and habits, and physically, mentally, and temperamentally qualified to perform the duties of the Foreign Service.
51. Memorandum by Carr, Dec. 9, 1924, Pers. Lib. files.
52. Memorandum by J. R. Wright, Dec. 6, 1924, Pers. Lib. files.
53. Memorandum by Secretary Hughes, Dec. 26, 1924, Pers. Lib. files.
54. Letter from Under Secretary Grew to Hugh Gibson, May 20, 1925, Pers. Lib. files.
55. Letter from Under Secretary Grew to H.R. Wilson, Jan. 19, 1925, in Grew, *Turbulent Era*, Walter Johnson, ed. (Boston, 1952), I:646–7.
56. Letter from Under Secretary Grew to Gibson, May 20, 1925, Pers. Lib. files.
57. See Appendix F for copies of the oral examinations being used at this time.
58. Grew Diary, Houghton Library, Harvard University.
59. Letter from Under Secretary Grew to Hugh Gibson, Jan. 19, 1925, Houghton Library, Harvard University.
60. Carr Diary, Manuscripts Div., Library of Congress.
61. Letter from Under Secretary Grew to Gibson, Mar. 23, 1925, Grew Papers, Houghton Library, Harvard University.
62. Interview with Mrs. George M. Curtis, Mar. 13, 1978.
63. Memorandum by Wright, Dec. 16, 1924, Pers. Lib. files.
64. Letter from Under Secretary Grew to Gibson, Mar. 25, 1925, Grew Papers, Houghton Library, Harvard University.
65. Letter from Gibson to Under Secretary Grew, Apr. 6, 1925, Pers. Lib. files.

66. Letter from Gibson to Under Secretary Grew, Apr. 6, 1925, Pers. Lib. files.
67. Tel. #32 to Berne, Apr. 11, 1925, file 123 AT 21/18, Central files, 1910–29, RG 59.
68. Letter from Under Secretary Grew to Gibson, Apr. 29, 1925, Grew Papers, Houghton Library, Harvard University.
69. Letter from Michael J. O'Prune [Hugh Gibson] to Secretary of State Hughes, Apr. 20, 1925, in *Hugh Gibson, 1883–1954*, Perrin C. Galpin, ed. (New York, 1956), pp. 58–61.
70. Letter from Under Secretary Grew to Gibson, June 25, 1925, Grew Papers, Houghton Library, Harvard University.
71. Letter from Gibson to William R. Castle, Jr., July 15, 1925, file 120.1/125, Central files, 1910–29, RG 59.
72. Memorandum from Castle to the Secretary, Aug. 7, 1925; Memorandum from Castle to Carr, Aug. 8, 1925, file 120.1/125, Central files, 1910–29, RG 59.
73. Memorandum from Carr to Wright, Aug. 14, 1925, file 120.1/125, Central files, 1910–29, RG 59.
74. Tel. #14 to Berne, Feb. 11, 1927, file 123 AT 21/37B, Central files, 1910–29, RG 59.
75. Letter from Lucile Atcherson, Panama, to the Secretary, Aug. 19, 1927; Tel #58 to Panama, Sept. 2, 1927, file 123 AT 21/54, Central files, 1910–29, RG 59.
76. Tel. from Amsterdam, Sept. 3, 1925, file 123 F45/3, Central files, 1910–29, RG 59.
77. Tel. to Amsterdam, Sept. 4, 1925, file 123 F45/3, Central files, 1910–29, RG 59.
78. Letter from Under Secretary Grew to William H. Gale, Oct. 5, 1925, Grew Papers, Houghton Library, Harvard University.
79. Desp. #225 from consulate general, Amsterdam, July 16, 1929, file 123 F45/34. Central files, 1910–29, RG 59.
80. Letter from Alexander Goldstein, New York City, to Department of State, Oct. 30, 1926, file 123 F45/10, Central files, 1910–29, RG 59.
81. See file 123 F45, Central files, 1910–29, RG 59
82. Desp. #225 from consulate general, Amsterdam, July 16, 1929, file 123 F45/34, Central files, 1910–29, RG 59.
83. Letter from Under Secretary Grew to Prof. Edwin Seligman, Columbia University, Sept. 28, 1925, Grew Papers, Houghton Library, Harvard University.
84. See Table 1.
85. *Register of the Department*, 1931, p. 255.
86. Val Paraiso, "Where There's a WILLIS There's a Way," *FSJ*, February 1969, p. 26; Letter from Frances Willis to Georgiana M. Prince and Margaret D. Anderson, Nov. 18, 1977.
87. *Register of the Department*, 1932, p. 261.
88. *Ibid.*, p. 249.
89. Memorandum from Nathaniel Davis, FP. to R. J. Lynch, U, May 24, 1944, Pers. Lib. files.
90. Department of State, *The Biographic Register*, 1963, p. 193.
91. Letter to Mrs. John Z. Griffith, Apr. 1928, file 120.1/258, Central files, 1910–29, RG 59.
92. Quoted in *The Independent Woman*, Sept. 1929, pp. 387–8.
93. *Ibid.*
94. *New York Times*, Mar. 26, 1930.
95. *FSJ*, Mar. 1942, p. 144.

Chapter V

Entrance Into Foreign Service by Other Means

Lateral Transfer

In the pre-World War II period, the number of women who were appointed as Foreign Service officers more than doubled—from 6 to 13—but not through the Foreign Service examination. In each case the women were government employees, usually with several years of experience in the Department of State or other agencies.

Under the provisions of Executive Order No. 5189 of September 11, 1929, "officers and employees, after five years of continuous service in the Department of State, are eligible for appointment by transfer to . . . the Foreign Service upon the recommendation of the Foreign Service Personnel Board and with the approval of the Secretary of State. . . ."

Margaret M. Hanna, the seventh woman to become a Foreign Service officer, was the first woman to take advantage of this order and to become an officer by lateral transfer. After nearly 42 years in the Department, she was appointed on July 9, 1937 as an FSO, class 5, consul and secretary in the Diplomatic Service. Five days later the Department assigned her to the U.S. consulate in Geneva.

Not only was Hanna the first woman to transfer from departmental to Foreign Service, but she was also probably the oldest woman ever to enter

37. Margaret M. Hanna, the first woman to become a Foreign Service officer by lateral transfer, 1937. (Source: *American Foreign Service Journal*)

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the Foreign Service. She was less than 6 months from the mandatory retirement age of 65 at the time of her appointment. Therefore, President Franklin D. Roosevelt issued an Executive order exempting Hanna from retiring in December 1937 when she would reach retirement age. She continued her service until December 31, 1938, when she retired.[1]

Reorganization Plan No. II

Six other women had the opportunity to become officers in the Foreign Service in the pre-World War II era without taking the Foreign Service examinations. The year was 1939; the means, Reorganization Plan No. II. On May 9, President Roosevelt proposed to Congress the consolidation of the foreign services of the Departments of State, Commerce, and Agriculture to achieve "a much greater degree of coordination and effectiveness in our foreign establishments."[2]

Following congressional approval on June 7, 1939, the Commerce and Agriculture Departments transferred their foreign service functions and personnel on July 1 to the Department of State.[3] The personnel included at least 15 women—6 officers and 9 clerks—from the Department of Commerce. The officers were trade commissioners and assistant trade commissioners in China, Canada, Europe, and Latin America. In these positions they arranged for American representation in their respective countries; supplied lists of importers of American goods; investigated actual and potential markets for American products; and watched foreign tariffs and taxation legislation.[4]

Addie Viola Smith, a native Californian, was the first woman to gain the title of "trade commissioner." After attending a business school in California, she finished her academic training at the Washington College of Law, receiving her Bachelor of Laws degree in 1920. Before being appointed to the Foreign Service, Smith spent 7 years in the export department of a wholesale drygoods company in California. Her Federal Government experience included being a confidential clerk to the Assistant Secretary of Labor, Assistant Chief of the Women's Section of the Information Division of the Department of Labor, and a clerk at the President's first Industrial Conference, the first International Labor Office Conference, and the second Pan American Financial Conference.[5]

Smith's first assignment in 1920 was that of clerk to the U.S. Trade Commissioner in Peking. Her advancement was rapid. In about 2 years she was promoted to Assistant Trade Commissioner in Shanghai and to Trade Commissioner on January 1, 1928. At the time of the transfer of functions from Commerce to State in 1939, she was appointed as a Foreign Service officer, class 6 (salary range, $4,500 to $4,900).

Her activities were not confined to trade promotion and such tasks as inspecting pig iron on the docks. She was also elected president of the American Women's Club in Shanghai. During the 1926–27 factional struggles between the Nationalist and the Communist forces in China, she was active in assisting Americans and others who streamed into Shanghai from the war-torn areas of China.

Before she left Washington for the Far East in 1920, friends warned Smith that she might have difficulties socially and from a business standpoint. It was not customary for foreign women to engage in business in the Orient. Most people, including her friends, considered Asia undesirable for women in regards to health and living conditions. After 10 years in China, however, Smith was reported as having "maintained her native good health and vivacity."[6]

Elizabeth Humes was born in Tennessee and received her secondary education in the United States. After graduating from high school, she attended private schools in Switzerland, Germany, and Italy. When she became an expert linguist and especially fluent in Italian, French, German, and Spanish, an American trust company hired her as a translator and interpreter. During World War I, Humes worked with the American Red Cross in France and Italy.[7]

She received an appointment in 1920 as secretary to the commercial attaché in Rome and a year later as secretary to the trade commissioner in Rome. She specialized in textiles, chemicals, "and—it has been said—the business practices of Mussolini." In less than 2 years she was promoted to trade commissioner at Rome and served successively at Paris, London, and Copenhagen before being transferred in 1939 as a Foreign Service officer, class 7 (salary range $4,000 to $4,400) to the Department of State. Humes continued in the Foreign Service for 14 years and retired on December 31, 1953 from her last assignment as second secretary and consul at Rome (FSO–4).[8]

The other four women officers affected by the Reorganization Plan of 1939 were assistant trade commissioners (FSO, unclassified, salary range, $2,500–$3,000) in Brazil, Chile, Guatemala, and Canada.[9] (The nine clerks transferred from Commerce were stationed in Buenos Aires, Habana, Caracas, Shanghai, London, Madrid, and Panama.)[10] Three of the four women officers went on to have extensive careers in the Department of State. Kathleen Molesworth, stationed at Guatemala in 1939, received her Bache-

38. Women Foreign Service officers appointed under Reorganization Plan No. II, 1939. Clockwise from top left: Addie Viola Smith, Elizabeth Humes, Kathleen Molesworth, Minedee McLean, and Katherine O'Connor. (Source: *American Foreign Service Journal*)

lor of Arts and Master of Business Administration degrees from the University of Texas and had been assistant and acting manager of a private export company. She was an FSO-2 by the time she retired in 1955. Her last assignment was London, where she was first secretary and consul. Katherine O'Connor, stationed in Canada in 1939, was a graduate of the University of Indiana and a student at the Sorbonne. She spent her Foreign Service career in both Ottawa and Johannesburg until she retired in 1949.[11] Minedee McLean, at Santiago, continued in the Foreign Service until 1948.

The fourth woman had a shorter career as a commissioned officer. On September 27, 1939 G. Howland Shaw, Chief of the Division of Foreign Service Personnel, informed the Foreign Service Personnel Board that the husband of Mrs. Aldene B. Leslie, assigned to Brazil, was a Canadian national who was a representative of the Otis Elevator Company in Rio de Janeiro. The Board considered this a violation of departmental policy in two respects: no FSO should continue with the Foreign Service while having a close connection with private business interests; and no woman officer could be the wife of an alien.[12]

The next week the Foreign Service Personnel Board directed that Mrs. Leslie's name be removed from the list of former Commerce and Agriculture officers who were to receive diplomatic and consular commissions under the Reorganization Plan.[13] On October 25, 1939 the Board again considered the case of Aldene Leslie and agreed that she could not expect to retain her commission as a Foreign Service officer. The Department of State considered it impracticable to continue to employ any woman as an officer whose husband was in private business in the city where she might be stationed. Also, her husband's employment would tend to jeopardize her usefulness at any other posts that might be considered. Leslie was given the opportunity to resign, which she did on June 30, 1940.[14] She was rehired as an economic analyst at Rio under the Foreign Service Auxiliary at $3,200 on March 8, 1943 and continued in this position until she resigned on September 17, 1948.

Notes

1. Executive Order 7733-A, dated October 30, 1937.
2. Department of State, *Press Releases*, May 13, 1939, pp. 395–6.
3. Appointment cards, 1933-46, RG 59. Department of State, *Press Releases*, May 13, 1939, p. 395.

4. Julius H. Klein, "Our Women Trade Scouts Abroad," *The Independent Woman*, March 1929, p. 103.
5. Klein, "Our Women Trade Scouts"; *Register of the Department*, October 1, 1940, p. 184.
6. Klein, *The Independent Woman*, pp. 106, 144.
7. *Ibid.*, p. 1[illegible]; *Register of the Department*, Oct. 1, 1940.
8. *Ibid.*, *Register of the Department*, 1951, p. 217.
9. Department of State, *Press Releases*, July 8, 1939, p. 39.
10. Appointment cards, 1933–46, RG 59.
11. *Register of the Department*, *passim*.
12. Foreign Service Personnel Board, *Minutes*, Sept. 27, 193[illegible].
13. *Ibid.*, Oct. 4, 1939.
14. *Ibid.*, Oct. 25, 1939.

Chapter VI

Impact of War

Assignment of Women Clerks

With the outbreak of World War II in Europe, the Department was faced with personnel problems which were to continue throughout the war. These included the recruitment and assignment of clerical and professional personnel, the maintenance of the strength of the officer corps, the hardships encountered by Foreign Service employees in the war zones, and the resultant morale problems.

As early as September 6, 1939 G. Howland Shaw, Chief of the Division of Foreign Service Personnel, presented the Foreign Service Personnel Board with the problem of returning women clerks—who were currently on leave in the United States—to posts in European danger zones. Posts where this problem occurred were Algiers, London, Milan, Naples, Tallinn, and Hamburg. The Board decided that each case should be decided on its own merits. Of those under discussion, it appeared advisable not to return anyone overseas except to Algiers, and only there if the post needed a clerk.[1]

In late 1940 Shaw raised the question of appointing male clerks to the Foreign Service. Selective service laws were making the problem of hiring qualified men as clerks increasingly difficult. If it were impossible to appoint men who expected to be among the first 3 million of the draft, the resulting scarcity of clerks in the Foreign Service would be critical. Assistant Secretary Breckinridge Long stated that Secretary Hull was opposed to taking additional men into the Foreign Service who would thus avoid any military obligations they might be expected to fulfill. On the other hand, Shaw stated that "women . . . have not demonstrated entirely satisfactorily their capabilities in service abroad and chiefs of mission and consular offices demand men clerks and stenographers."[2]

A week later the position of the Foreign Service Personnel Board changed greatly. The Board approved the selection of male

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clerks without reference to their liability for military service. The Department would request local draft boards to grant a year's deferment in each case.

The attitude of the Board and Shaw toward women as clerks had also changed. Foreign Service inspector Avra M. Warren had reported that "younger women clerks in Europe were proving very satisfactory at the present time." In addition, a researcher in the Personnel Division of the Department said that "there is an increasing paucity of male stenographers throughout the country." Shaw said that he, therefore, intended "in the future to provide for the appointment of a larger number of women clerks."[3]

In March 1942, 1 1/2 years later, Shaw said that it was becoming "increasingly evident" that the Foreign Service would have to depend "on women and older men" for additional clerical personnel. He felt that qualified women might be found through the colleges.[4]

The Perils of War

In 1943 the Foreign Service clerical staff included some 800 women. Perhaps as many as half of them had been subjected to the hazards of war—bombings by enemy planes, artillery shelling, or sailing through submarine or mine-infested waters to reach their posts One in eight had been captives in enemy countries, with many being held as long as 6 months before being exchanged.

Secretary Hull praised these women:

> I pay warmest tribute to the women of our foreign service—their efficiency, devotion, loyalty and spirit of sacrifice. Like men, they serve in difficult, distant, dangerous and unhealthful posts. Their role richly honors all American womanhood. . . .

In Warsaw four American women clerks survived the Nazi air raid and artillery bombardment of 1939 in which thousands of Poles died. After living for several days in the midst of this holocaust, they managed to escape to Bucharest just prior to the Nazi entry into Warsaw.

Irja E. Lindgren of Hibbing, Minnesota was a clerk in the American legation at Oslo when Germany invaded Norway. King Haakon and his government moved five times in the first week. Lindgren and Florence Jaffray Harriman, America's second woman minister, moved with them over heavily bombed highways. The Department of State then made arrangements for the U.S. Assistant Military Attaché, Captain Robert M. Losey, to lead them across the border to neutral Sweden. The women were unable to reach the designated meeting place because of road blocks and bombings, so they made their own way to Sweden. Later they learned that Captain Losey had been killed, the first army casualty in World War II.

Of the many adventures of American women in wartime, that of Helen L. Skouland is perhaps as interesting as any. After 3 years in Kobe, Skouland was transferred to the American Embassy in Tokyo. In 1940, when the Department of State advised all American women and children to leave the Far East, she was one of some 40 clerks that stayed at their posts in Japan and China.

When the Japanese attack on Pearl Harbor came, Skouland and others were on the job. As Japanese police entered the Embassy, they found that she had dumped the Department's confidential code books into metal wastebaskets. Only ashes remained.

For the next 6 months a dozen women, together with other Embassy staff, were kept locked in the Embassy. All were delighted when Captain Jimmy Doolittle made his air raid on Japan. But the next day (April 19, 1942), they were not so certain. Japanese officials declared they would no longer provide the Americans with food if U.S. planes flew over Japan again.

Arrangements were finally made for the exchange of diplomats and newspaper correspondents in June 1942. When the Japanese liner, *Osama Maru*, pulled away from the dock, everyone thought they were on the way home. Instead, the boat anchored in Yokohama Harbor for a week before a dispute over exchange arrangements was settled. Finally, after another 70 days, Skouland and the others reached Washington, D.C.

After a few weeks' rest, Helen Skouland was ready for another foreign assignment. This time she was to go by plane to London. In a take-off from a Newfoundland airbase, the plane crashed in a lake, killing 18 people. Skouland was thrown clear of the plane, and a rescue crew picked her up.

After the accident she was flown back to Washington, D.C. where she was offered, but declined, a domestic tour of duty. Skouland took time only for a round trip to California, *by air*, "to get my flying nerve back," she said. The next time, she arrived in London safely, where she remained for the duration of the war. Subsequently, she served in Paris, Vienna, and the Department.[5]

On December 14, 1940 the German Embassy notified the Department of State that two men and Elizabeth Deegan, who were employed at the American Embassy in Paris, had become *personae non gratae* to the German Government. The Germans alleged that the Americans had given improper assistance to certain British nationals in occupied France.[6] Deegan had already been transferred to Rio de Janeiro before the German communication was sent. In making the move Deegan suffered the loss of personal property valued at more than $500.[7]

Losses such as these were typical during the war. Marjory Mills was able to save only two suitcases of clothing, which she took with her at the beginning of the siege of Hong Kong on December 8, 1941. She was not allowed to return to her apartment from that day until she left Hong Kong when the Japanese took the city on December 25, 1941.[8]

Ann Hillery and Isabel Pinard were clerks at the U.S. Embassy at Warsaw when the Germans invaded Poland in September 1939. Both had to leave unexpectedly and without an opportunity to pack and store their personal effects. Some of their property was lost or stolen and the balance was greatly damaged due to poor packing, exposure to the weather, and great delays in transportation to their new posts at Ankara and Madrid, respectively. Pinard received $623 and Hillery $759.87 in settlement.[9] Others lost property when vessels were sunk by enemy action or buildings were destroyed by fire bombs.

At least seven women who had been assigned to the American Embassy, first at Paris and then at Vichy or to the U.S. consulate at Lyon, were evacuated by the *Gripsholm* on March 6, 1944 after having been interned by the Germans for many months. Constance Harvey, vice consul at Lyon and later the first woman to be a consul general, was among them.[10]

In more recent years, war and natural disasters have also taken their toll. About midday, March 30, 1965, a 250-pound high explosive was detonated near the American Embassy in Saigon by Viet Cong terrorists. The blast severely damaged the chancery and killed 11 Vietnamese and 2 Americans and injured about a hundred other persons. Among those killed were two women—Nguyen Thi Tham, a Vietnamese employee, and Barbara A. Robbins, an American secretary who had been stationed at Saigon less than 8 months.

President Lyndon B. Johnson, in a telegram to the parents of Robbins, said: "Barbara gave her life in the service of her country trying to protect the cherished ideals of our nation. We are all in her debt." In another telegram, Secretary of State and Mrs. Dean Rusk said that Barbara Robbins was "a fine representative of her country and performed her duties with the greatest competence under the most difficult and trying circumstances. . . ." The Secretary's Award, the Department's highest award for heroism, was awarded posthumously to Robbins and Nguyen, and the Government of South Vietnam awarded its highest civilian honors to Robbins.[11]

Antoinette (Toni) M. Varnava was killed on August 19, 1974 while attempting to assist Ambassador Rodger P. Davies, who had

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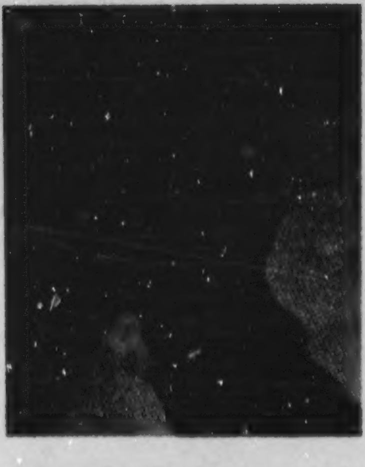
39. A group of American Foreign Service employees interned at Hong Kong, awaiting evacuation in 1942. (Source: *American Foreign Service Journal*)

40. Consular Section, U.S. Embassy, Saigon, following terrorist attack, 1965. (Source: Department of State)



Top left: 41. Barbara Robbins, American secretary, killed in terrorist attack on U.S. Embassy, Saigon, 1965. (Source: Department of State)

Top right: 42. Antoinette M. Varnava, Foreign Service Cypriot employee, killed during anti-American demonstration, Nicosia, 1974. (Source: Department of State)

Right: 43. Rose Mary Orlich, American secretary, killed during earthquake that destroyed most of Managua, 1972. (Source: Department of State)

been fatally wounded by rioting Greek Cypriots in an anti-American demonstration outside the Embassy. Varnava, a Foreign Service Cypriot employee for more than 10 years, was an administrative assistant and secretary at the time of her death. The Secretary's Award, which was presented to her next of kin by Ambassador William E. Crawford, Jr., read: "For courageously attempting to aid another during attack on the Embassy, for which she gave her life, Nicosia, August 19, 1974."[12]

On the morning of December 23, 1972, a devastating earthquake struck Nicaragua and destroyed most of the capital city of Managua. Among the some 7,000 dead was Rose Mary Orlich, secretary to Ambassador Turner B. Shelton. A native of Philadelphia, Orlich began her career in the Foreign Service in 1959. Before beginning her assignment in Managua in September 1970, her posts had included Luanda, Accra, Asuncion, Port-au-Prince, Jakarta, and Mbabane. At this last post she performed consular and administrative functions in addition to her secretarial duties and won the Department's Meritorious Honor Award for her work.[13]

World War II Domestic Appointments

As noted, the overall percentage of women in the Department increased considerably by World War II. Not all were in clerical positions; some were being hired for professional and nonclerical work in Washington. Among these were several with unusual credentials, either because of their former experience or because of family connections with well-known political figures.

Two of the women employed during World War II were daughters of former U.S. Ambassadors. Eunice Kennedy, daughter of former Ambassador to Great Britain Joseph P. Kennedy, was appointed by the Department on February 19, 1945 to the Mail and Censorship Unit of the Prisoner of War and Internee Branch in the Special War Problems Division. Barbara Petro-Pavlovsky had a position in the Far Eastern section of the same branch in which she dealt with American interests abroad and with the Japanese in America. Her father was the late Jacob Gould Schurman, Ambassador to Germany from 1925 to 1930 and a former president of Cornell University.

Carroll K. Parran was the wife of Dr. Thomas Parran, Surgeon General of the Public Health Service. After 2 years as Special Assistant to the Director of the Overseas Branch, Office of War Information, she was appointed as a divisional assistant at $4,600 in the Special War Problems Division.

Doloris Bridges, wife of Senator Styles Bridges of New Hampshire, was appointed to the Office of the Coordinator of Inter-American Affairs in June 1941 and transferred as a clerk to the Department of State in October of that year. Two years later she had been promoted to the position of administrative assistant at $2,600 and was in charge of personnel in the World Trade Intelligence Division.

Sarah Wagner, who had been Director of the United Nations Council in Philadelphia, became chief of the Speaker's Branch in the Division of Public Liaison on January 15, 1945. Augusta Wagner (no relation to Sarah Wagner), professor of economics at Yenching University, Peiping from 1925 to 1944, was named to the position of divisional assistant in the Prisoners of War and Internees Branch in May 1944.

Dorothy Fosdick, daughter of Dr. Harry Emerson Fosdick, noted clergyman and author, was first appointed to a position in the Department on November 2, 1942. She had several responsibilities: she was on the secretarial staff of the U.S. delegation to the Dumbarton Oaks Conversations on International Organization in 1944; technical expert and special assistant to the Secretary General of the U.S. delegation, United Nations Conference, San Francisco, 1945; and technical expert of the U.S. delegation to the Preparatory Commission of the United Nations in London during 1945. Fosdick was appointed to the Policy Planning Staff of the Department on January 23, 1949, the first woman to hold such a position.

In 1945 Kathleen Bell was secretary to the Postwar Programs Committee in the Department. She was the daughter of Treasury Under Secretary Daniel Bell. Bell, unlike most of these women, continued in the Department and was officer in charge of institutional development and coordination at the time of her retirement in 1975.[14]

Morale Among Clerks

In July 1944 it was suggested that the question of morale among Foreign Service clerks should be studied. It was thought that the Foreign Service Personnel Board should consider "the feasibility of establishing at the larger posts a system whereby a designated person would be responsible for the welfare of women employees." A qualified woman might be assigned to certain posts "to be available for meeting new employees upon arrival, seeing that they find suitable living quarters and become properly oriented in their new environment." Providing official quarters, if hotel or other accommodations were inadequate, would also be considered.[15]

In 1945 the Department appointed Clare McNair, widow of Lt. General Lesley McNair, who had been killed in Normandy following the landing of American troops in France, to the Foreign Service Auxiliary. McNair was hired to visit Foreign Service posts "to look into the problems of our women employees, especially those who may have difficulty in adjusting themselves to wartime conditions at their posts." She was to study living conditions and "obtain as much help from the Army for our Foreign Service girls, both with respect to supplies and quarters, as may be feasible." The posts she visited included Tangier, Algiers, Cairo, Naples,

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44. Clare McNair arrives in Italy to study morale among Foreign Service clerks. She is greeted by Lt. Gen. Mark W. Clark (right) and Brig. Gen. Tom Lewis. (Source: *American Foreign Service Journal*)

Rome, Paris, Brussels, and London.[16] She later visited posts in Latin America.

In reporting on her trip to North Africa, the Near East, and Europe, McNair said she found some dissatisfaction, partly as a result of difficult conditions and shortages caused by the war and partly as the result of other conditions. Some of the women had not been met when they arrived at post; no one helped them find accommodations, change their money, or introduce them to people. McNair changed this by making some individual at each post responsible for the new employees when they arrived.

Many women complained that they were hired as stenographers but were put in the code or file rooms when they arrived overseas. The women also requested monthly tax deductions, more annual leave, health insurance, and transportation to and from work. McNair found that rents were high; some places lacked social life for the women; some were living in quarters where the temperature was between 50 and 60 degrees and there was no hot water for a bath. Without the aid of the U.S. Army, there would have been practically no food and no cigarettes, soap, or candy in some cities.

Clare McNair concluded: "The Foreign Service girls are doing a war job just as much as the girls in the Armed Services. . . . Let us praise them and show our appreciation."[17]

Foreign Service Auxiliary

By spring 1941 it had become apparent that various aspects of the war were having a pronounced effect on the work of the Foreign Service, especially in Latin American countries. The war had interrupted or seriously interfered with trade between Latin American countries and many European countries. This gave the United States opportunities for an expanded trade to fill the gap left by the unavailability of normal European supplies. It was also important to prevent American goods from leaking through the British blockade to Axis or Axis-occupied countries and to prevent German or Italian firms or Latin American firms with Axis sympathies using American trading and financial facilities.

This resulted in establishing large economic warfare units in American missions and certain consular offices overseas. In April and May 1941 the Department applied for funds from the President's Emergency Funds to appoint emergency officers to staff these units. The first personnel were recruited in June, although the establishment of the Foreign Service Auxiliary was not announced publicly until October 1941.[18]

By the end of 1944, 20 women held assignments as Foreign Service Auxiliary officers. Of these, half were at Central and South American posts, six were in England, and the others were at Johannesburg, Marseilles, Belfast, and Naples. They were vice consuls, economic analysts, special assistants, and cultural relations officers; one was an assistant petroleum attaché.[19]

Some old line Foreign Service personnel began to complain in late 1944 about the establishment of the Auxiliary. In reply, Nathaniel P. Davis, who had replaced Shaw as Chief of the Division of Foreign Service Personnel, wrote the editor of the *Foreign Service Journal:*

> If it were not for the Auxiliary Service the current personnel problem would be impossible of solution. It is time to stop squawking about the Auxiliary and thank Heaven that we have in it a group of loyal and devoted public servants without whom the Foreign Service could not have fulfilled its obligation in so magnificent a manner.[20]

The young men and women who were selected as Foreign Service Auxiliary officers were given a 2-month crash course on the basic knowledge that they would need in the most common fields of Foreign Service activities. In the February–March 1945 class of 56, 9 were women. Two of them had previous experience in consular work.

One of the two was Mildred Monroe who, after having been a clerk in the consulate at Bombay, became a Lieutenant (J.G.) in

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naval intelligence. She had been stationed in India for some time as a naval officer before becoming an Auxiliary officer in the Department of State. After she completed her Foreign Service training, she returned to India as vice consul at New Delhi.

The other was Pattie Field O'Brien, a Foreign Service officer in the 1920's, who returned to the Service when her husband went overseas with the army. She was appointed as special administrative assistant and vice consul at Amsterdam, the post at which she had served earlier. When she arrived in the Netherlands, on July 7, 1945, her first problem was finding office space; her second, housing for the staff. Specifically, Field was in charge of the passport and visa section of the consulate. In this capacity she counseled many GI's who desired to take sweethearts and brides back to the United States.[21]

By 1946 the number of women Auxiliary officers had increased to at least 46.[22] The Foreign Service Auxiliary was terminated by the Department on November 13, 1946 for budgetary reasons.[23] One of the women, Zolita Kent, however, continued to work for the Department and the Foreign Service until she retired in 1978. She has since rejoined the Department as a consultant.

Attitudes Toward Women Officers

The attitudes toward women officers and the reasons for not appointing them changed little in the 20 years following the passage of the Rogers Act in 1924. When Bess Furman of the *New York Times* asked about postwar opportunities, Nathaniel P. Davis told her they would undoubtedly increase. At the same time he reviewed some of the obstacles encountered by women, such as prejudices against women in public life (for instance, in Muslim countries). In his opinion these prejudices were bound to decrease in the postwar world.

Furman asked if Davis' comments added up "to a statement that the Department of State, which had always been hide-bound and conservative and opposed to the appointment of women, was going to liberalize." Davis replied that he hoped that the Department would keep up with changes in the world after the war. One of these changes would be an increase "in public service of women employees." He hoped the Department would be able to "go along with that [changes in the world] in using women officers in other countries just as fast as they would be acceptable there."[24]

There was not much immediate progress, however, in the Department's thinking. These obstacles to the appointment of women continued to be given: first, marriage—to a foreigner which would lead to ineligibility as an officer or to an American,

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in which case, sooner or later, the woman would have to leave her post in order to be with her husband; second, unfavorable climatic conditions; and third, prejudices against women.

There was no hesitancy in suggesting that many opportunities existed for women in secretarial and administrative positions. These would be available without all of the professional training required of officers. There were advantages to the employee too, who "will get extensive travel and receive a broad liberal education and outlook that living in a foreign country ought to provide."[28]

Notes

1. FSPB, *Minutes*, Sept. 6, 1939.
2. FSPB, *Minutes*, Nov. 6, 1940.
3. FSPE, *Minutes*, Nov. 13, 1940, RG 59.
4. FSPB, *Minutes*, Mar. 25, 1942, RG 59.
5. Robert Bellaire, "The Indestructibles," *Woman's Home Companion*, reprinted in *AFSJ*, Dec. 1943, pp. [illegible]28–9; 653–5.
6. *Department of State Bulletin*, Dec. 28, 1940, p. 586.
7. File No. 120.3, Elizabeth Deegan, Central files, 1940–49, RG 59.
8. File No. 120.3, Marjory Mills, Central files, 1940–49, RG 59.
9. File No. 120.3, Ann Hillery, Central files, 1940–49, RG 59; *FSJ*, Aug. 1943, p. 398; Sept. 1943, p. 495.
10. Appointment cards, RG 59; Department of State Press Release No. 75, Mar. 11, 1944.
11. *Newsletter*, Apr. 1965, pp. 4–6.
12. *Ibid.*, Sept. 1974, p. 6; Mar. 1975, p. 15.
13. *Ibid.*, Jan. 1973, p. 43.
14. *AFSJ*, Apr. 1945, pp. 23–24; *Register of the Department*, 1944–45, *passim*.
15. FSPB, *Minutes*, July 5, 1944.
16. *AFSJ*, Apr. 1945, p. 23.
17. Clare H. McNair, "Women in the Foreign Service," *AFSJ*, June 1945, pp. 30–31, 46.
18. Memorandum from Joseph N. Greene, Jr. to George M. Fennemore, Oct. 15, 1943. Pers. Lib. files.
19. Letter from R.B. Macatee to Harriet E. Monroe, Dec. 11, 1944, file 120.3/12-1144, Central files, 1940–49, RG 59.
20. Letter from Nathaniel P. Davis to editor, *Foreign Service Journal*, November 13, 1944. Pers. Lib. files.
21. James M. Macfarland, "Our New Vice Consuls—Who are they?" *AFSJ*, May 1945, pp. 30–31; *New York Sun*, Mar. 20, 1946.
22. Based on appointment cards, RG 59.
23. Updated memorandum, "Report on Reserve and Staff Corps." Pers. Lib. files.
24. Memorandum entitled "Miss Bess Furman," by Nathaniel P. Davis, Feb. 24, 1944. Pers. Lib. files.
25. Memorandum from John G. Erhardt, FSA to Nathaniel P. Davis, FP, Apr. 24, 1944; draft of letter from Davis to R.J. Lynch, May 27, 1944. Pers. Lib. files.

Chapter VII

Various Roads to Joining the Foreign Service, 1945–77

With the cessation of hostilities in 1945 on both the European and Pacific fronts, the Department of State was confronted with the need to build up the Foreign Service Officer (FSO) corps. Embassies and consulates would be reopening in the war zones of Europe, North Africa, and the Far East. The U.S. Government would be entering into new programs and assuming responsibilities for a much greater role in world affairs than had been the case a few years earlier. Since no Foreign Service examinations had been given since 1941, more than 900 auxiliary officers had been employed as a temporary war-time measure during the war years to undergird the 800-member Officer Corps.

From 1945 until the present, the Foreign Service examination has been the continuing method of testing candidates and commissioning men and women as officers in the Foreign Service. Several other programs, however, have brought additional persons into the FSO corps. Some of these added only a few officers while others swelled the total by more than 1,500. In all instances women were included in the programs although available statistics and reports do not always indicate who or how many tried to become eligible for the Foreign Service and were successful. However, a number of career women who have become Ambassadors or have held other high positions benefitted from some of these special measures to augment the FSO corps.

When the Foreign Service examinations were resumed in 1945, the first two—in March and November—were reserved for in-service employees of the Department and the Foreign Service. In March 1945, 396 took the written examination—46 Department employees and 350 who were in the auxiliary and regular Foreign Service. Of the 84 who passed the March written exams, 28 took the orals in June, and 19—18 men and one woman—received an average grade of 80% or higher on the combined written and oral tests.

In being the lone woman in this group, Betty Ann Middleton

45. Betty Ann Middleton, first woman to become a Foreign Service officer after World War II by taking the examinations, 1945. (Source: *American Foreign Service Journal*)

became the first successful woman candidate since 1930. She had received her B.A. from Pomona College and an M.A. from the Fletcher School of Law and Diplomacy. Her first assignment upon entering the Department of State in August 1943 was as an economic analyst in the Division of Economic Studies. She later transferred to the Division of Labor Relations and in December 1944 became a divisional assistant in the Division of British Commonwealth Affairs where she specialized in Canadian affairs.

In 1945 a reporter for the *Foreign Service Journal* interviewed a cross section of FSO's in the Department to learn their views on the increase in the number of women officers. The reporter, a woman, noted: "Unanimously, they unbent from their attitude of utter scorn against opening the doors of their predominantly masculine domain to women, and haltingly agreed, 'Since they let a woman in, we're glad it was Betty Ann.' "[1] Middleton was appointed as a Foreign Service officer, unclassified, on October 15, 1945 and was assigned as vice consul in Hong Kong on November 28, 1945.[2]

46. Mary Vance Trent, appointed Foreign Service officer in 1946, became an expert on Micronesia. (Source: Department of State)

Two examinations were given on November 19–20, 1945, one taken by 3,412 veterans and members of the armed forces and the other by 72 in-service employees. Some 563 passed the written examinations and were eligible to take the oral exam. Only 450 were examined as the others withdrew or did not appear.

Among the 204 successful candidates were 5 women who received appointments as Foreign Service officers—Katherine W. Bracken of Florida, who had been a Foreign Service clerk in Guatemala and Montevideo since 1940; Helen R. Nicholl of New York who had become a public opinion analyst in the Department after having been a research assistant on a war project at the Library of Congress; Mary S. Olmsted of New York, junior economic analyst at Montreal, who was to become U.S. Ambassador to Papua New Guinea in 1975; Mary Vance Trent of the District of Columbia who had been a member of the staff of the American delegation to the U.N. Organization Conference in London and employed by UNESCO; and Annie M. Oehm of Massachusetts, a lieutenant in the U.S. Navy.[3]

The Department designated 5,035 from the armed forces and 283 in-service employees for the examinations to be given on September 30–October 1, 1946. Following the examinations the Department sent a traveling examining panel to give oral examinations to persons who had passed the written test but who were still stationed abroad. Seven women were interviewed, and Dorothy M. Jester, who had been a Foreign Service clerk since January 21, 1946, was commissioned an FSO-6 on February 12, 1948.[4]

As a result of the examinations on September 22–25, 1947, five more women were appointed as officers in 1949 and 1950. Patricia M. Byrne, who was to become U.S. Ambassador to Mali in 1976, was among them. The other four were Dorothy M. Barker, Martha C. Halloran (now Mautner), Priscilla Holcombe, and Louise M. Kirby. Eighty-two women were included in the more than 1,000 unsuccessful candidates.

On July 3, 1946, Congress approved the "Manpower Act"[5] which provided that not more than 250 qualified persons were to be brought into the Foreign Service officer corps by lateral entry. Candidates had to be over 31 years old, citizens of the United States for at least 15 years, and have had at least 2 years of military or government service during the war years.

By November, 144 persons, including two women, were designated for the oral exams.[6] Altogether 166 entered the Foreign Service under this authority. In 1962, 96 men and 1 woman were still on the rolls of the Foreign Service who had entered under authority of the Manpower Act.

In 1949 the Department inaugurated an exchange program for civil service and Foreign Service Officers. Deputy Under Secretary John Peurifoy initiated the program to provide further training and development of qualified officers. Margaret Joy Tibbetts, from the Department's Office of British Commonwealth Affairs, was the first officer to be selected for assignment to the Foreign Service. In her first overseas post, Tibbetts served as a Foreign Service Reserve officer in the political affairs section of the American Embassy in London.[7] In 1964 she was named U.S.

47. Margaret Joy Tibbetts being sworn in as a Foreign Service officer, 1949. From left to right: Marvin Will, Haywood P. Martin, Tibbetts, and John E. Peurifoy. (Source: *American Foreign Service Journal*)

Ambassador to Norway, the first woman career officer to reach that rank since Willis in 1953.

A year later all executive directors and administrative officers of the Department were reminded of the continuation of the exchange program. They were told that the basic object of the program "remains that of a planned interchange of Foreign Service and Departmental personnel" to provide training and development "of qualified persons on the basis of mutual benefit to both services."[8]

By February 1951, 94 had taken advantage of this exchange program. Forty Foreign Service employees, of whom six were women, moved into Departmental positions. Three of the women were placed in personnel work, two in the Division of Biographic Information, and one in fiscal operations. There were 5 women, ranging in grade from GS–5 to GS–12, included in the 54 employees who went from the Department to overseas posts. Three went to administrative positions in Athens, HICOG (Germany), and Madrid and two to political reporting positions in London and Rome.[9]

Section 517 of the Foreign Service Act of 1946 liberalized the lateral entry procedure by dropping the requirement that a candidate had to be in an executive or semiexecutive position. Instead, a candidate was required to have 4 years of service immediately prior to appointment in "a position of responsibility" in the Department or the Foreign Service. If the candidate was 31 or over the amount of service was reduced to 3 years.[10]

On April 16, 1951 the Department of State announced a program for substantially expanding the career Foreign Service officer category under authority of the Foreign Service Act to meet the increased need for such officers in the conduct of foreign affairs. Lateral entry to the intermediate and upper grades was opened for 3 years to qualified noncareer officers of the Department, the Foreign Service Staff corps, and the Foreign Service Reserve. Selection was on the basis of examinations conducted by the Foreign Service Board of Examiners.[11]

Between October 1, 1951 and July 31, 1952, 69 passed and 87 failed the Section 517 examinations. Five women were successful while 10 failed. Margaret J. Tibbetts, who had been the first to qualify under the 1949 exchange program and who was later to become Ambassador to Norway, was commissioned as an FSO-4.[12]

In the period between May and August 1953, 34 persons were examined under Section 517 of the Foreign Service Act of 1946. Fourteen or 41.2 percent passed, action on one was deferred, and 19 failed. Two women were in the group; one, Jean Wilkowski who later became the first woman Ambassador to an African country, passed the examinations, while the other woman failed.

By April 30, 1957, 155 persons had been successful. Of the nine women who passed the test (5.8 percent of the total), eight were appointed at the FSO-4 level and one as an FSO-5. Five had been Foreign Service Staff personnel, three had been civil service employees, and one a Foreign Service Reserve officer.

Two programs to enlarge the Foreign Service officer corps had limited success. In 1951 the Department established a "Personnel Improvement Program" which provided limited integration into the FSO corps of persons who occupied positions that were considered as interchangeable with FSO positions. The program was an almost total failure as it was not forceably implemented.[13]

From 1954 to 1958 the Department was authorized by Congress to take laterally into the Foreign Service persons whose governmental service had been in agencies other than the Department of State. Again, the program brought only a limited number of persons into the FSO Corps. By 1962 only 18—and no women—from each of these two programs were still in the corps.[14]

The Wriston program, named after Henry M. Wriston, president of Brown University, was established in 1954 on the same basis as the Personnel Improvement Program. It integrated persons from the Foreign Service staff, the Foreign Service Reserve, and the civil service categories who occupied what were defined as "Foreign Service" positions. The program was vigorously implemented and by the end of 1957 more than 1,500 had been "Wristonized."

TABLE 2

Department of State
Method of Entry Into Foreign Service
(Analysis of Personnel on Rolls in 1962)

Method of Entry	Men		Women	
	Number	%	Number	%
Entrance examinations	1,919	56.9	73	24.9
Wriston program	1,009	29.9	174	59.4
Sec. 517, Foreign Service Act	88	2.6	9	3.1
1951 Personnel Improvement Program	18	.5	0	—
Lateral Entry	232	6.9	33	11.3
Manpower Act	95	2.8	1	0.3
Rogers Act	5	.1	3	1.0
Reorganization Plan II	9	.3	0	—
Total	3,375	100	293	100

Statistics on men are from Harr, *The Anatomy of the Foreign Service*, p. 12; statistics on women are from a study in the Pers. Lib. files.

An analysis of 569 civil service and Foreign Service staff personnel who had become FSO's by lateral entry by 1955 shows that 78 or 13.7 percent were women. Thirty-four were from the staff corps and the balance from the civil service. Most of the women received appointments in grades FSO-6 to FSO-4. Only two became FSO-3's and none higher.

Grades of Wriston Integrees[15]

Grade	Total	No. of Women	% of Women
FSO-1	3	0	0
FSO-2	58	0	0
FSO-3	128	2	1.6
FSO-4	161	17	10.6
FSO-5	189	51	27.0
FSO-6	30	8	26.7
TOTAL	569	78	13.7

If this same ratio was maintained throughout the Wriston program, it may be assumed that at least 200 women became Foreign Service Officers in this way. After the Wriston program was formally terminated, all lateral entries since January 1958 have been regarded as coming under the "Continuing Lateral Entry Program." It is a continuing effort to provide for lateral entry without the massive transfusions of "Wristonization." As noted in Table 2, 33 women had entered the Foreign Service by lateral entry, for the most part under this continuing program.

The impact of the Wriston and lateral entry programs on the number of women who became Foreign Service officers can be clearly seen. In 1955 there were 125; in 1962, 293.

Lateral entry programs of the 1970's include the "Mustang" program for Foreign Service staff and civil service employees and the Middle Level Hiring Program. Both require 3 to 5 years in Foreign Service Reserve appointment, after which successful candidates are commissioned as career Foreign Service officers. Both promise to increase the representation of women.

Meanwhile, some women had continued to enter the Foreign Service through the examinations. In December 1957, 3,959 persons took the Foreign Service examinations. Of these, 456 of the 674 who passed the written tests had taken the orals by May 1, 1959. Of the 84 candidates who successfully passed the oral examinations, 4 (4.8 percent) were women. Of those who failed 72 or 19.4% of the total were women. The ratio of failures to successes for women in the orals was more than four to one.[16]

In 1960 the number of women Foreign Service officers had reached 336,[17] but within 2 years the number had dropped to 293, with a further decrease to 254 by 1965. An analysis of the method of entry of those on the rolls in 1962 shows that 29.9 percent of the men were "Wristonees," while nearly 60 percent of the women were. Among the men almost 60 percent had entered through the Foreign Service examination in contrast to 25 percent of the women. Table 2 provides information on the method by which all men and women became Foreign Service officers.

A further analysis was made in 1962 by the Office of Personnel of the average age of men and women in each grade in 1962, the average number of years in grade, and the average number of years in Federal service. This reveals that women who were FSO-1, FSO-4, FSO-5, and FSO-6 averaged considerably older than their male counterparts. The number (two) at the FSO-1 level is too small to draw any logical conclusions. The differences at the FSO-6 to FSO-4 level are probably due to the fact that a disproportionate number were Wristonees who had not progressed rapidly in other systems.

The study showed no appreciable difference between men and

TABLE 3

Department of State
Average Age, Years in Grade, and Years in Federal Service
(1962)

FSO Class	No. of Individuals		Average Age		Range in Ages		Average Years in Grade		Range in Years in Grade		Average No. Years Fed. Service		Range in Years Fed. Service	
	M	W	M	W	M	W	M	W	M	W	M	W	M	W
1	21	2	50.48	56.00	41–56	54–58	3.38	1.5	1–10	1–2	23.05	26.5	17–34	23–30
2	32	4	46.69	47.00	40–56	43–53	3.69	2.25	1–7	1–3	22.25	20.75	15–34	18–23
3	59	23	46.24	47.6	39–59	29–59	3.37	2.74	1–8	1–8	20.17	19.48	11–38	6–36
4	58	62	41.03	48.31	35–59	33–59	2.71	2.84	1–7	1–7	15.83	19.19	2–23	10–30
5	45	100	39.22	42.96	28–56	30–59	2.62	2.88	1–7	1–8	15.11	19.05	2–30	7–38
6	26	45	33.31	42.84	28–53	26–58	2.27	2.24	1–6	1–8	9.35	19.09	1–27	5–26
7	21	29	30.71	32.03	26–37	27–51	1.71	1.83	1–7	1–3	7.29	8.24	3–13	1–28
8	14	30	27.35	23.73	24–34	22–30	1.21	1.3	1–2	1–4	2.64	1.67	1–6	1–4

Statistical study in Pers. Lib. files.

TABLE 4

Department of State
Educational Background of Foreign Service Officers, 1962

	Men		Women	
	No.	%	No.	%
No degree	412	12.2	105	35.8
Bachelor	1,111	32.9	75	25.6
Bachelor plus	717	21.3	52	17.8
Master	944	28.0	57	19.4
Doctor	189	5.6	4	1.4

Data for men are based on Harr, *The Anatomy of the Foreign Service*, p. 14; data for women are from a study in Pers. Lib. files.

TABLE 5

Department of State
Junior Officer Intake, Fiscal Years 1966–77

Fiscal Year	Total Intake	Men	Women	Percent Women
1966	199	185	14	7%
1967	218	198	20	9%
1968	103	93	10	10%
1969	89	83	6	7%
1970	103	96	7	7%
1971	110	103	7	6%
1972	84	70	14	17%
1973	152	128	24	16%
1974	144	113	31	22%
1975	200	175	25	13%
1976*	227	182	45	20%
1977	134	113	21	16%

* Fifteen months.

Source: PER/REE/BEX.

women in the average time-in-grade. In four grades, it was higher for men; in four, higher for women. On the other hand, except at the FSO-3, FSO-7, and FSO-8 levels, the women had averaged much longer in government service. This was due, without a doubt, to the fact that most women had been in other government personnel systems before becoming Foreign Service officers through lateral entry. This was in contrast to the men, more of

TABLE 6

Department of State
Foreign Service Examination Statistics,
(1971–77)

Year	No. of Applicants			Took Written			Passed Written			Took Oral			Passed Oral		
	T	W	%	T	W	%	T	W	%	T	W	%	T	W	%
1971	14,986	3,097	21	8,680	1,824	21	1,322	226	17	946	149	16	231	33	14
1972	12,020	2,656	22	7,469	1,642	22	1,251	228	18	770	144	19	237	48	20
1973	14,311	3,314	23	9,330	2,117	23	1,339	242	18	936	159	17	410	56	14
1974	15,318	4,168	27	9,799	2,556	26	1,525	267	18	1,138	195	17	387	67	17
1975	20,807	6,147	30	13,744	3,861	28	1,508	161	11	1,094	129	12	330	41	12
1976	18,760	5,274	28	11,814	3,141	27	1,729	219	13	1,276	172	13	388	70	18
1977	18,022	6,079	34	11,531	3,742	32	2,373	694	29						

T = total (men and women) applicants.
W = number of women.
% = percentage of women to the total.

Source: PER/REE/BEX
(February 27, 1978)

whom had entered the Foreign Service by taking the examinations at a younger age and with less previous service in other personnel systems. (Table 3)

The men in the Foreign Service had a more extensive educational background than the women in 1962. Among the women, 38.6 percent had more than a bachelor's degree compared to 54.9 percent of the men. (Table 4)

During the decade of the 1960's the intake of women as junior officers through the examinations averaged 13.7 a year. The number ranged from a high of 22 in 1967 to a low of 6 in 1969. (Table 5)

In 1970, Elizabeth J. Harper, Chairman, Women's Program Committee, and others realized a need for a greater effort to recruit women and to encourage them to take the examinations.

In the 1970's women began to have a much greater role in the Department. From a total of 1,824 who took the exams in 1971, the number rose to 3,861 in 1975. The percentage of those taking the written tests increased from 21 percent in 1971 to 28 percent in 1975. Two years are particularly significant from the standpoint of women. In 1972, 21 percent of the women who passed the written examination passed the oral examination, compared to 18 percent of the men. Two years later the same ratio of men and women who passed the written tests also passed the orals. (Table 6)

Notes

1. *FSJ*, Sept. 1945, p. 25.
2. *Register of the Department*, 1946, p. 339.
3. Memorandum, "Report on Oral Exam, March 18–June 21, 1946," from Donald S. Russell, Chairman, BEX, to Secretary Byrnes, July 15, 1946; memorandum from Joseph C. Green, BEX, to Donald S. Russell, July 18, 1946. Lot 52–337.
4. Notebook for Traveling Examining Panel, Lot 52–337; *Biographic Register*, 1949, p. 203.
5. 60 *Stat*. 426.
6. Minutes, Board of Examiners, Nov. 27, 1946. Lot 52–337.
7. *Bulletin*, Sept. 5, 1949, p. 358.
8. Memorandum, "Exchange Program of Departmental Personnel and Foreign Service Officers," to Executive Directors, Executive Officers, Executive Staffs and Administrative Officers, Oct. 30, 1950.
9. Memorandum, "Exchange Program," from H.P. Martin, PER, to Edward Durbrow, FP, and Arch Jean, DP, Feb. 6, 1951. Pers. Lib. files.
10. 60 *Stat*. 1008.
11. *Bulletin*, May 14, 1951, p. 799.

12. Memorandum, "517 Examinations, October 1, 1951–July 31, 1952," from Knowlton V. Hicks, BEX, to Edwin N. Montague, PER, July 31, 1952. Pers. Lib. files.
13. John E. Harr, *The Anatomy of the Foreign Service—A Statistical Profile*, (Carnegie Endowment for International Peace, 1965), p. 13.
14. See Table 2.
15. Based on analysis of list of lateral entries included in Pers. Lib. files.
16. Memorandum, "Study of the 456 Candidates who passed the December 1957 Written Examination and Subsequently Passed or Failed the Oral Examinations," from Louis C. Nolan, Dep. Examiner, to Douglas Jenkins, Jr., BEX, July 9, 1959. Pers. Lib. files.
17. Statistics compiled by O/EP, Pers. Lib. files.

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Chapter VIII

Women in the Postwar Period, 1949–70

First Signs of Growth in Numbers and Status

In the years immediately following World War II minimum attention was given to improving the role and status of women as a group in the Department of State. Some individuals received more important positions, but their number was small.

James Reston wrote a story for the *New York Times* on February 3, 1949, entitled "U.S. Plans a Skilled Corps of Envoys for Global Talks." In his story Reston reported that the Truman Administration was planning to create a special corps of negotiators to represent the United States at overseas conferences. This would enable Secretary of State Dean Acheson to remain in Washington as the President's principal adviser on foreign affairs rather than spend a great deal of time at international conferences. According to Reston, those who were under consideration included Robert A. Lovett, Philip C. Jessup, and Will Clayton. No women were included in the list.[1]

A few days later Eleanor Roosevelt, in a note to Dean Acheson, wrote, "I do not want to seem to interfere but a number of women have spoken to me since you published a list the other day of people who are going to be advisers on some of your plans." She went on to say:

> Women are very touchy just at present and feel they have a right to be recognized and quite a number have talked to me about there being no women on the list, and that it is evident that the Administration is not thinking in terms of putting women in positions where they had a say on policy. I realize how difficult this is to do, but if it is possible for you to recognize them, particularly in the field of foreign affairs, it would be valuable for the Administration.[2]

Secretary Acheson replied to Mrs. Roosevelt that the Department considered the appointment of women just as important as she did. "I want you to know that we always try to appoint women to positions in the field of foreign affairs where they can make an effective contribution." He said that the goal of the Department was "to secure the most effective team we can, without discrimination between the sexes."

The Secretary mentioned several women in "highly responsible positions . . . right now"—Margaret Carter, chief of the Division of Public Liaison, Florence Kirlin, special assistant to the Counselor, Dr. Ester Brunauer, assistant director of the UNESCO staff, Dorothy Fosdick of the Policy Planning Staff, and Frances Willis, first secretary of the American Embassy in London. Although this did not "by any means include all of the women holding important positions," Acheson thought it would "show that any implication in the press that we are not using women in responsible positions is totally erroneous."[3]

The first few years of the 1950's saw a considerable increase in the number of women employees in the Department and the Foreign Service. As of July 30, 1952 there were 4,777 women in the Department, of whom 645 had veteran's preference. In the Foreign Service out of a total of 8,200 employees 3,111 were women.[4]

As of January 23, 1953 Gerald Drew, Director General of the Foreign Service, reported that 16 women officers[5] were in the Foreign Service.[6] By June 20, 1956 the number had increased, due in large part to the Wriston program, to 262.[7]

Publicizing the Role of Women in the Department

During the 1950's the Department attempted to publicize the role of women in United States foreign policy. On May 17, 1957 the Department held an all-day conference to which officers of national women's organizations and representatives of the Washington women's press corps were invited. Wives of members of the House and Senate foreign affairs committees, as well as women from other agencies dealing with foreign affairs, were also included.[8]

Robert Newbegin, Director of Personnel, in speaking on career opportunities for women, told the conference that American women such as Frances Willis and Constance Harvey had "made a significant contribution" in carrying out the foreign policy of the U.S. Government. He admitted that it was "not easy for a woman to reach the heights" attained by Willis and Harvey. Reasons for this, he said, were the lack of acceptance of women in some countries and marriage being a strong competitor to a career.[9] Phyllis Berneau, secretary to Secretary of State Dean Rusk, spoke on the "Secretary's Secretary," and Ambassador Willis gave her testimony that, during 30 years in the Foreign Service, "the fact that I am a woman has never counted against me."[10]

The *Washington Post* reported that departmental officials devoted considerable time to assuring the women at the conference that "no discrimination against women in or by the Department" existed, only to have Frances G. Knight, director of the Passport Office, "spoil it all." Knight said,

> There is not the slightest question in my mind but there is considerable discrimination against women as they move up into the echelons of administration and operations, which men have long since considered their domain. Let a job get some prestige, publicity and recognition together with a substantial compensation, which could be more attractive to men—and you might as well be in the jungle as far as survival is concerned.[11]

Newbegin spoke again on the role of women in foreign affairs on February 10, 1958. In addressing the Foreign Service Women's Association at Georgetown University, he said that women in the Department and the Foreign Service "are engaged in almost every occupation essential to the conduct of foreign affairs." He outlined the Department's policy regarding the employment of women: "It provides that consideration shall be given to all qualified candidates without discrimination as to sex, race, color, or creed." The fields in which they were serving included foreign affairs, intelligence research, economics, public affairs, cultural relations, education, consular work, and administration.

In addition to one woman Ambassador in 1958 (Frances E. Willis), 17 first secretaries, 112 second secretaries, and 193 third secretaries were women. As Newbegin analyzed it,

> This exemplifies the fundamental growth of the Foreign Service into a truly professional service for women. Women are no longer an oddity. It is my deep conviction that their numbers will increase steadily in the future and that there will be a commensurate increase in their opportunities for high offices in the Foreign Service. We may even envision a day when we might be called upon to discuss the role of men in the Foreign Service and how husbands can help their career wives.

He believed that the importance of women in the Department and the Foreign Service should not be measured by the few "distinguished women" who had attained or were in "high offices at that time." Instead, it should be measured "by the thousands who have contributed and are now contributing their knowledge, abilities, and skills to work in this important field."[12]

48. Frances G. Knight, Director of the Passport Office, 1955 to 1977. In 1957 she warned women seeking jobs with prestige, "You might as well be in the jungle as far as survival is concerned." (Source: Department of State)

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49. Katie Louchheim, appointed Consultant on Women's Activities in 1961, with Secretary of State Dean Rusk (right) and William J. Crockett, Assistant Secretary for Administration. (Source: Department of State)

Consultant on Women's Activities

The Department of State established the position of Consultant on Women's Activities in July 1961 and appointed Katie Louchheim to carry out this function. The position was created in response to the growing influence of women abroad and the need to counteract the Communist effort to exploit it; the key role of women in social and economic progress, especially in underdeveloped countries; and the increasing role of American women's organizations in international development programs.

The program carried on by Louchheim included the addition of larger numbers of women in international exchange programs; improvement of the programs for foreign women visitors to the United States; consultation with other Government agencies concerning greater participation of women in international programs; recognition of intercultural activities of Foreign Service officers' wives; and publicizing the Department's program.[13]

The women's activities to which Louchheim gave her attention had little, if anything, to do with women employees within the Department of State and the Foreign Service. One exception was her request to the Personnel Office for information on the women in the Foreign Service which she was furnishing to Vice President Lyndon B. Johnson for a speech.[14]

President's Commission on the Status of Women

In 1963 the President's Commission on the Status of Women, which had been established in 1961, began to request data about women in government agencies. One question concerned the number of applicants for training and the number assigned. The Department of State furnished the following information for fiscal year 1963:

Course	Applicants		Assignments	
	Male	Female	Male	Female
Senior Seminar (FSI)	373	9	12	1
Graduate University Economic Training	76	3	22	2
University Area Training	55	0	11	0
Labor Rotation	12	0	5	0
Hard Languages (includes those of the Near East and South Asia, Africa, Far East and South Asia, and Eastern European Areas)	267	11	51	0

Women constituted only 4.1 percent of those requesting training, and only 5.9 percent of the total assigned.[15]

Just as there was reluctance in assigning women to Moslem countries, approval on training women in certain languages was not given for many years. Not until 1962 was Winifred Weislogel, personnel officer at Benghazi, assigned for training in Western Arabic at the Foreign Service Institute school at Tangier. Weislogel had sought to become the first woman to receive such an assignment, since she had decided that women had a future in the

Arabic world. She believed there was a place for women officers in countries like Morocco and the United Arab Republic where feminine leadership was emerging. The Bureau of Near Eastern and South Asian Affairs concurred that there was such a place for women "in countries in evolution where family bases of society [were] changing."[16]

On January 27, 1964 Secretary of Labor Willard Wirtz asked the Department for a report on its program for maintaining and advancing women to high positions, developments in the appointment of women, and statistics on women in grades GS–12, or equivalent, and above. The Department reported that its ratio of women to men in grades GS–12 and above was more than five times the government average. Assistant Labor Secretary Esther Peterson noted this fact in a speech in 1963, saying that "contrary to the public image, the State Department has the highest number [of women in top positions] of any agency in government."[17]

In its report to Wirtz, the Department of State stated that, through a "Career Management Program" it was attempting to make certain that "all officers, men and women alike, have an opportunity to advance to positions where their full potential will be realized." The Foreign Service promotion program had been examined by the Committee on Federal Employment of the Commission on the Status of Women. This Committee "found it to be fair and objective."

During 1963, 13 women had been included on the boards and panels that recommended promotions for the most capable FSO's and other Foreign Service employees. As a step to insure against discrimination, each assistant secretary and other senior officer had been urged to "seek out qualified and talented women for consideration for senior vacancies that may occur. . . ."[18]

The President's Commission on the Status of Women was also concerned about the application to married women of the Standardized Regulations for Government Civilians in Foreign Areas. The Department notified the Commission that these regulations, issued under authority of Executive Order 10903, precluded payment of a quarters allowance to married women employees whose husbands were mentally and physically capable of self-support. It was reasoned that such an allowance was the "chief inducement for service abroad." Women whose husbands were already abroad did not need any incentive to accept a job overseas. On the other hand, they would not accept such an incentive if it meant separation from their husbands.

In addition, the Department's internal regulations, which implemented the Standardized Regulations, provided that no quarters allowance would be paid to any employee, male or female, who was not willing to be transferred from post to post. In the Department's report to the Commission it was noted: "This provision has kept married women from receiving the quarters allowance as, naturally, they did not wish to be separated from their husbands." Provision was made in the Standardized Regulations for exceptions under certain conditions.[19]

In May 1963 the Committee on Federal Employment Policies and Practices—a subgroup of the President's Commission—considered the difference in the treatment of men and women with respect to travel and quarters allowances overseas. Margaret Hickey, Chairman of the Committee, reported that the sense of the Commission was that "it was appropriate to recognize the legal and traditional custom that the husband is responsible for the support of the family" and that the government should not provide allowances for a husband who was self-supporting.

Following the meeting, the Department of State amended its travel and allowance regulations. Travel for a husband was to be authorized if he was at least 51 percent dependent upon the woman employee. Likewise, husbands who were dependent upon wives could now receive allowances. These changes would eliminate having to consider requests for waivers in all hardship cases.[20]

In 1966 John W. Macy, Jr., Chairman of the U.S. Civil Service Commission, asked William J. Crockett, Deputy Under Secretary of State for Administration, for his reaction to alleged discrimination on the basis of sex in the Department's regulations. An official of the Equal Employment Opportunity Commission had brought to Macy's attention a complaint regarding marriages to aliens as well as to American citizens.

According to the complainant, if a Foreign Service employee married an alien, he or she was required to submit a resignation. In the case of a male Foreign Service employee, his wife would be subjected to a security check and required to apply for U.S. citizenship. If she passed the check and applied, her husband's resignation would not be accepted. In the case of a female Foreign Service employee, the resignation would be accepted immediately.

The complainant also questioned the practice regarding Foreign Service officers who married American citizens. The status of male officers was not affected, but female officers were put into "resident" status which restricted their employment opportunities.[21]

Crockett replied that it was Department of State policy to discourage marriage to aliens. Exceptions were made if the spouse met "security and suitability requirements" and professed willingness to acquire U.S. citizenship. The policy was applied equally to male and female employees who were required to continue to be

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available on a worldwide basis. He said that, in the case of a woman, there was a greater likelihood that she would find this arrangement impracticable and would thus be likely to submit her resignation.

If a woman employee married an American citizen, the requirement for continued availability for worldwide service would equally apply. In the case especially of a clerical or support staff woman employee, she could apply for a "resident staff appointment," i.e., continued service at a particular post. As a rule the Department agreed to such requests. In the case of women clerical or support staff employees who married a foreign national, permission having been given after a background investigation, the employee could remain at her post for 1 year. After that her resignation would be accepted. In rare cases where the male spouse came to the United States and became naturalized and the woman employee was available for worldwide assignment, her employment could be continued.[22]

A Decade of Decline in Numbers

Not only did women in the Department of State gain little in status during the 1960's, but they lost in numbers. From 1960 to 1970 the percentage of women in the Foreign Service Officer Corps decreased from 9.2 percent to 4.8 percent—from 336 to 147.[23]

TABLE 7

Department of State
Percentage of Women in Each of the Four Major Personnel Systems, 1960-70

Year	FSO	FSR	GS	FSS
1960	9.2	6.1	60.4	61.0
1961	8.8	6.1	60.6	60.4
1962	8.5	5.1	58.6	58.1
1963	8.0	5.1	58.8	55.6
1964	7.5	4.7	58.8	54.2
1965	7.0	5.3	60.3	51.4
1966	6.1	7.7	62.5	50.5
1967	5.7	10.8	63.0	49.8
1968	5.5	9.7	63.7	47.9
1969	5.0	8.6	64.5	46.3
1970	4.8	8.5	64.7	46.2

Prepared by Women's Program Committee on data from O/EP. Pers. Lib. files.

During the same period the percentage of women in the Foreign Service staff dropped from 61 percent to 46.2 percent while showing a gain in actual numbers of 96.

The percentage of women who were Foreign Service Reserve officers fluctuated considerably. In 1960 women constituted 6.1 percent of the total, decreased to 4.7 percent by 1964, increased to 10.8 percent in 1967, and decreased again to 8.5 percent by 1970.

Among civil service employees in the officer category—GS-9 and above—the percentage increased from 36 percent in 1960 to 44 percent in 1970. For all civil service employees the increase in women was from 60.4 percent to 64.7 percent. Elizabeth J. Harper, chairman of the Women's Program Committee, assumed this increase was largely in the clerical and secretarial levels.[24] This was not the case, however. While women were gaining 61 positions at the GS-9 and above level, they were losing 520 positions at GS-8 and below.[25]

TABLE 8

Department of State
Changes in Number of Men and Women in Major Personnel Systems, 1960–70

	1960		1970		Increase or Decrease		Percentage of Change	
	M	W	M	W	M	W	M	W
FSO	3,323	336	2,942	147	−381	−189	−11%	−56%
FSR	1,085	71	1,218	113	+133	+42	+12%	+59%
FSS	1,375	2,141	2,603	2,237	+1,228	+96	+89%	+4%
GS	1,749	2,662	1,203	2,203	−546	−459	−31%	−17%
Total	7,532	5,210	7,966	4,700	+434	−510	+6%	−10%

Based on study prepared by Women's Program Committee for data supplied by O/EP, 1971; study in Pers. Lib. Files.

During the period from 1961 to 1970 the Department appointed 1,537 junior Foreign Service officers of whom 137 or 8.9 percent were women. By November 1970, 338 or 24.1 percent of the men had left the FSO corps while 71 or 51.8 percent of the women had left or converted to the Foreign Service Staff.[26]

The one encouraging aspect of the decade was the increase of women in senior positions (FSO/R-3 and above, FSSO-1 and -2, and GS-15 and above). They increased from 33 in 1960 to 143 in 1970 (a 333 percent increase) as against an increase for men from 1,729 to 2,439 (41 percent).[27] However, in spite of the women's dramatic percentage increase they still represented by 1970 only 2.5 percent of the senior levels.

Notes

1. *New York Times*, Feb. 4, 1949.
2. Letter from Eleanor Roosevelt, Hyde Park, N.Y., to Secretary Dean Acheson, Feb. 8, 1949, file 112/2-849, Central files, 1940–49, RG 59.
3. Letter from Secretary Acheson to Mrs. Franklin D. Roosevelt, Feb. 17, 1949, file 112/2-849, Central files, 1940–49, RG 59.
4. Memorandum by Raymond Cary to the files, Aug. 26, 1952, Pers. Lib. files.
5. 0–1,1; 0–2, 2; 0–4, 8; and 0–5, 5.
6. Letter from Director General Drew to D. L. Gilbert, Georgetown Univ., Jan. 8, 1953, Pers. Lib. files.
7. CM, 1; 0–2, 2; 0–3, 12; 0–4, 21; 0–5, 68; 0–6, 119; 0–7, 14; and 0–8, 24. Letter from Dep. Asst. Sec. for Personnel Robert Newbegin to J. M. Ethridge, Marquis Publications, Chicago, June 20, 1956. Pers. Lib. files.
8. Memorandum from Tony Merrill, SEV, to Dep. Asst. Sec. Newbegin, PER, May 13, 1957. Pers. Lib. files.
9. Draft of Dep. Asst. Sec. Newbegin speech.
10. Program for Conference, Pers. Lib. files; *Washington Post*, May 18, 1957.
11. *Washington Post*, May 18, 1957.
12. Speech, Dep. Asst. Sec. Newbegin, Feb. 10, 1958, Pers. Lib. files.
13. Memorandum from Roger Tubby, P, to Roger Jones, O, Jan. 2, 1962, Pers. Lib. files. See also memorandum from Katherine D. Mossel, CU/ECS/CR, to Mrs. Katie Louchheim, CU, "Women's Activities Advisory Function in the Department, 1961–66," Sept. 22, 1967, Pers. Lib. files.
14. Memorandum from Elinor P. Reams to Mrs. Louchheim, "Women in the Foreign Service," Sept. 17, 1962, Pers. Lib. files.
15. Memorandum, "Request for Data by the President's Commission on the Status of Women," from Howard E. Chaille, PER/PSD, to Tyler Thompson, O/FS, Feb. 5, 1963, Pers. Lib. files.
16. Memorandum, "Assignment of First Woman FSO to Arabic Language Training," from Ruth A. Lovell, POD/FST, to Mrs. Elinor R. Reams, PER/PPM, Dec. 20, 1962, Pers. Lib. files.
17. Quoted by Mrs. Katie Louchheim in "Women in the Service of the Community and Nation," *Bulletin*, Mar. 2, 1964, p. 348; *Newsletter*, Mar. 1964, p. 13.
18. Memorandum, "Report on Status of Women in the Department," from Dwight J. Porter, A, to William J. Crockett, O, Feb. 25, 1964; memorandum, "Opportunities for Women in the Department of State," from Benjamin H. Read, Exec. Secy., to John Donovan, Dept. of Labor, Mar. 2, 1964, Pers. Lib. files.
19. Letter from Esther Peterson, Vice Chairman, President's Commission on the Status of Women, to Tyler Thompson, Feb. 21, 1963; memorandum, "Regulations Affecting Payment of Quarters Allowance to Certain Married Women," from Howard E. Chaille, PER/PSD, to [Tyler] Thompson, O/FS, Mar. 4, 1963, Pers. Lib. files.

20. Letter from Margaret Hickey, Chairman, Committee on Federal Employment Policies and Practices, to Tyler Thompson, Mar. 13, 1963; memorandum, "Policies Affecting Married Women," from Dayton W. Hull, PER/COMP, to William W. Walker, PER, May 21, 1963, Pers. Lib. files.
21. Letter from Macy to Crockett, Mar. 26, 1966, Pers. Lib. files.
22. Letter from Crockett to Macy, Apr. 14, 1966, Pers. Lib. files.
23. See Table 7.
24. Memorandum, "Women's Affairs," from Elizabeth J. Harper, VO, to William B. Macomber, Jr., May 17, 1971, Pers. Lib. files.
25. See Table 8 for increases and decreases in the number of men and women in each of the four major personnel systems, 1960–70.
26. Statistics prepared by PMS/PA/RS, Mar. 19, 1971.
27. Study prepared by Women's Program Committee, 1971, Pers. Lib. files.

Chapter IX

The 1970's and Women of the Department

Planning a "Program for the Seventies"

At the request of Secretary of State William P. Rogers and under the general direction of Under Secretary Elliot L. Richardson, William B. Macomber, Deputy Under Secretary of State for Administration, outlined on January 14, 1970 a "Program for the Seventies." This program was designed "to help prepare the Foreign Service and the Department of State to meet the challenge of these decades and to fulfill our responsibilities to the President, the Congress, and the American people." Deputy Under Secretary Macomber described the problems of management in the Department and laid down guidelines for the task forces to follow.

Many management studies had been made before, and many of them had never been acted upon. There seemed to be little need for another outside "blue ribbon" panel. This time the Department set up 13 task forces made up of career employees of the Department and the Foreign Service, as well as other foreign affairs agencies. Topics to be considered and recommendations to be made fell into two basic areas: management and personnel.[1]

Of the 265 persons who constituted the 13 task forces, 20 were women. Two task forces had no women members; five had only one; four, two members; and the other two, three and four each.[2]

As work progressed on the task force studies, a few women became concerned over this lack of representation and possible failure to consider adequately any proposals for the improvement in the status of women. On May 21, 1970 Jean Joyce, senior reports adviser in the Bureau of Educational and Cultural Affairs, raised questions at an open meeting concerning the report of Task Force II regarding inequitable promotion rates of women. The next day she sent a memorandum to Ambassador Joseph J. Jova, chairman of the Task Force, with information to support her

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contention that "safeguards and requirements vis-à-vis women" must be clearly stated in the task force reports.[3]

Other women in the foreign affairs agencies also began to become increasingly aware that their problems and potential contributions were not being adequately considered. On July 7, 1970 a departmental announcement indicated that there would be "Open Panel sessions" from July 12 through July 28 on the various task force reports to which employees were invited. At the same time some women were becoming concerned that a chairperson of the Department's Women's Program Committee had not yet been appointed.

The "Ad Hoc Committee to Improve the Status of Women . . ."

A group of nine women met after working hours on July 14, 1970 to consider how to cover the open meetings. The participants agreed to read the reports and attend the panel sessions as work schedules would permit. Lunchtime meetings brought out more women, and, by July 28, it was suggested that they should establish their identity. They chose to use the title, "Ad Hoc Committee to Improve the Status of Women in Foreign Affairs Agencies." Three days later the Ad Hoc Committee decided to request a delay in publishing the task force reports until they could be reviewed in light of comments being generated by the Ad Hoc group.

By August the group had increased considerably in numbers with members from State, the Agency for International Development (AID), and the U.S. Information Agency (USIA). In a letter to Deputy Under Secretary Macomber, the Committee said, "Just as the Department believes that its course for the 70's must be set by the Task Forces and cannot be delayed, we believe equally strongly that the course of women must be set concurrently."[4]

Mildred Marcy, Chairperson of USIA's Federal Women's Program Committee, offered to arrange a meeting between Deputy Under Secretary Macomber and representatives of the Ad Hoc Committee. Marcy arranged the meeting for 4:30 p.m. on August 26, 1970, the 50th anniversary of the passage of the Women's Suffrage Amendment to the Constitution. Eight women were present to "request fair and adequate consideration of the role of women in an effectively reorganized State Department and asked for basic reforms, particularly in recruitment, promotions, assignments, and perquisites."[5] According to Idris M. Rossell, chief of the Academic Research Documentation Division, Bureau

50. Some members of the Ad Hoc Committee with Gen. B.A. Schriever, Ret., Chairman of the President's Advisory Council on Management Improvement. From left to right, Barbara Good, Idris Rossell, and Mary Olmsted of State; Bernice Baer, USIA; and Nira Long, AID, 1973. (Source: Department of State)

of Intelligence and Research, the purpose of the meeting was to "sensitize" Deputy Under Secretary Macomber "to the problems of women and to engage his full attention . . . with the inequities that existed and the fact that, unless he personally were to take an interest in this, the whole question just wasn't going to go anywhere."[6]

Deputy Under Secretary Macomber agreed to consider the Ad Hoc Committee's recommendations on the role of women in the final drafting of task force reports. He also asked for language to be used in instructing the selection boards, which were to meet soon, on the necessity of equitable promotions for women.[7]

At the request of the Ad Hoc Committee, the first open meeting on the role of women in foreign affairs agencies was held on September 2, 1970. Elizabeth J. Harper, newly appointed chairman of the Women's Program Committee, presided. The Ad Hoc Committee presented the principal testimony as well as five major recommendations for the task forces. These were:

1. The Foreign Service should sharply and immediately increase the number of women in its ranks, not only to comply with Federal equal employment requirements, but also to make full use of the contribution women can make to the Service.
2. Any discrimination against women, implicit or explicit, in recruitment, promotion, perquisites, training, and career assignments should be abolished.
3. Any discriminatory practice, especially in relation to overseas work,

51. Sept. 2, 1970 meeting on the role of women. Elizabeth J. Harper, Chairman of the Women's Program Committee (left), presides at meeting attended by Task Force Chairmen. (Source: Department of State)

against married women or women who marry while in service, should be ended, and replaced by a policy which would retain married women through flexibly adjusted assignments and equitable treatment of dependents.

4. All Selection Boards, Staff Review Panels, and Inspection Teams should have women members, even if they have to be called home from the field or from recent retirement to serve.

5. All Task Force reports should be reviewed so that, both as to recommendations and language, the role of women is specifically and adequately considered.[8]

In addition specific recommendations were addressed to six of the task forces.[9]

In reporting on the September 2, 1970 meeting, which was attended by 150 or more men and women, the Ad Hoc Committee said the people who were present "seemed clearly to support our main proposals." Several speakers brought out the fact that women in the foreign services were "already 10 to 15 years behind." One suggestion was that "some policy of preferential treatment be adopted to redress the situation."

Several members of the Task Forces conceded that their groups had not taken up the question of women. Among the explanations were "lack of time, number of problems to be considered, 'men tend to be blind—we admit it,' just didn't take up the questions, etc."[10]

Barbara J. Good, information officer in the Department of State, in commenting on the meeting, said:

> I think some of the people who had to stand up and actually receive those

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> questions were horrified at the answers—the lack of answers that they had to give—and that it was certainly their responsibility to explain why the Department had been so laggard and had simply not made changes fitting with the times. They had been out-of-date in so many ways.[11]

Idris M. Rossell thought the meeting showed management that many women were interested in their problems and that it was not just a small group that was speaking out. She said that it was perhaps:

> the turning point in the Department taking seriously the fact that there were women who were disaffected, that there were women who had legitimate complaints to make, that there were women who had come to the point where they were saying, 'We're not going to have it this way anymore. We want change, and we want it now. And we'd have it.'[12]

On the basis of the September 2, 1970 meeting, specific language was provided for inclusion in the overall final report as well as 6 of the 13 final task force reports. Christopher Petrow, chairman of Task Force VII and coordinator of the final report, notified the Ad Hoc Committee on September 30 that some of its recommendations had been included.

In addition, Macomber inserted the following in the final report:

> Another important area in which the task forces believed the Department was not making the most effective use of human resources was in its policies on the employment of women. Women now constitute less than 5 percent of the FSO corps and only 7 percent of newly recruited officers, and they hold only 1 percent of the senior positions in the Department and the Foreign Service. The task forces believed that the Department should make a determined effort to redress this imbalance and to provide greater justice and equity for female employees.[13]

The Ad Hoc Committee concluded, "Few [recommendations] are chosen but not too few to be discouraged."[14] Jean Joyce commented: "The results, as far as getting changes concerning women into the Task Force Reports, were, in retrospect, perhaps not too astonishing, or too great."[15]

According to Mary S. Olmsted, deputy director for personnel management services in the Department, it was realized that the task forces and *Diplomacy for the 70's* were "only one step on a long, long road, and it was believed that even though there might be a few paragraphs tossed into some of the Task Force reports about women, something more was needed." Therefore, the Ad Hoc Committee began to consider what it should do for the future.[16]

Following its submission of suggested additions and changes to be made in the task force reports, the Committee sent Deputy

Under Secretary Macomber its ideas for immediate and long-range steps the Department should take. These suggestions were *made in order to overcome explicit or implicit discrimination in* recruitment, promotion, and assignment.

Among the immediate steps the Committee proposed was a review of Executive Order 11375 of October 13, 1967 and the "Department's intent to accord women equal treatment and opportunity for advancement, under the Order"; better use of women now in the Department and the Foreign Service, seeing that they were "permitted to serve in areas, on subjects and at levels equal to their talents and expertise"; use of married women through a more flexible policy which would relieve the "inequities which are a present source of serious discontent among women employees and wives"; assurance that women would have equal opportunities for promotion; increase recruitment of women into the Foreign Service and at higher levels; appointment of a woman to the Board of Appelate Review; and increase the shipping allowance for single persons.

Long-range actions should include, according to the Ad Hoc Committee, studies of the Foreign Service Staff Corps in which turnover was high, attitudes of men and women in colleges and graduate schools toward a career in the Foreign Service, and Department of State personnel policies, attrition in the Foreign Service, and the distribution of positions held by women in the various bureaus of the Department.

Other studies might be made of the effect of a woman Foreign Service officer's marriage on housing privileges overseas, transfer expenses, home leave, survivor benefits, etc.; an investigation of possible employment opportunities for Foreign Service wives in officer level work overseas, in the Department of State or other agencies; and a study of official travel to determine if women were appropriately sharing such broadening experiences.[17] Deputy Under Secretary Macomber referred these recommendations to Elizabeth Harper and the Women's Program Committee to be considered along with other recommendations they were receiving.[18]

While the Task Forces were completing their work on *Diplomacy for the 70's*, the Department was taking other actions of interest to women employees. On November 23, 1970 a joint State/AID/USIA message on the "Policy of Assignment of Women and Minority Personnel" was sent to all diplomatic and consular posts. The same message was distributed to all departmental employees on December 2, 1970.

The message stated that the policy of the three agencies was to provide equal opportunity in employment to all. "Consonant with this policy, assignments to all positions in each agency, domestic and overseas, are made without consideration of the race, color, religion, sex, or national origin." To strengthen this policy and to guard against possible abuse, the agencies were instituting new procedures which provided for "high-level review and a determination by the Secretary of State, the Administrator of AID and the Director of USIA of any exceptions to this policy." It was "recognized that in extremely rare circumstances, exceptions to this policy may be necessary for compelling reasons of foreign policy."[19]

From Ad Hoc Committee to Women's Action Organization

After making its various recommendations to Deputy Under Secretary Macomber and the task forces, the Ad Hoc Committee met on October 22 to consider "where do we go from here?" Representatives of the American Federation of Government Employees, the American Foreign Service Association, and the American Association of Foreign Service Women, as well as several individual speakers, discussed the merits of being affiliated with one of the established organizations or maintaining an independent status. A month later, November 20, 1970, the Ad Hoc Committee voted to continue as an independent group, to be known as the Women's Action Organization (WAO), representing the women in State, AID, and USIA. The members elected Mary S. Olmsted, an FSO-2, president.[20]

The policy of the WAO, since its establishment in 1970, has been to work with top management officials in the foreign affairs agencies and with those agencies' women's program committees where they existed. Its purpose has been to bring about reform from within instead of taking the role of an adversary. The feeling has been that the WAO should "remain a voluntary organization which would act as a gad-fly and pressure group for women's interests."[21] Management, especially in the person of Deputy Under Secretary Macomber, assured the WAO of support of basic reforms and its program of a strong educational campaign on the role and rights of women.

The WAO continues to seek the promotion to the full potential of women employees and the spouses of employees; to provide a forum for the discussion of issues that are unique to women; and to cooperate with other individuals and organizations that are concerned with equal employment opportunities. The WAO has met, and continues to meet, with the Secretary of State, the Director General of the Foreign Service, and other top management officials to formulate policy directives that will significantly affect women's careers.[22]

Training for Women

One of the topics considered at the September 2, 1970 meeting on the role of women in the foreign affairs agencies was training for women. The draft report of Task Force IV on Personnel Training had made mention of broader opportunities for wives' participation in FSI courses and more area and language training for staff corps personnel, largely peopled by women. No other reference alluded to special training provisions for women in the report.

The Ad Hoc Committee presented statistics to show that only 4 women, compared to 338 men, had been awarded full-time university study programs by the Department of State during the 3 academic years from 1967 to 1970. Some basic questions they raised included: What criteria were being used in selecting men and women for training? Did a man Foreign Service officer have a better chance than a woman? How many men and women officers were being assigned to the war colleges and the senior seminar?[23]

In response to a training circular a few months later, 12 women applied for long-term training. Of the 12, 6 were selected for various programs. In addition, counseling officers recommended seven others. The training staff of the Department did not consider that a 50 percent selection rate reflected discrimination, but that, if anything, it might be discrimination in their favor. The real problem, as the training staff saw it, was encouraging more women to apply for training.[24]

As of September 1971, 20 women (FSO–5 to CM, GS–15 to 17) out of a total of 127 (15.7 percent) had completed long-term training since 1957. This had included the Senior Seminar; the War College; training at Fletcher School of Law and Diplomacy; Wisconsin, Princeton, Stanford and Columbia Universities; University of California; the Johns Hopkins School of Advanced International Studies; and advanced area studies in East Asia, East Europe, Africa, South Asia, and Latin America.[25]

A more recent study that covered a 16-year period of time shows limited improvement in the training of women. From 1963 to 1967, 15 women received long-term training—academic year training at universities, hard-language training, and specialized courses. These women constituted 3.4 percent of the total number of officers receiving such training. During the next 5 years, 1968 to 1972, the number of women nearly doubled—from 15 to 28—but the percentage of the total dropped to 2.6 percent. In the most recent period—1973 to 1978—108 women, or 9 percent of the total number receiving training, have received such training.[26]

Plans for Improving the Status of Women

On April 21, 1971 President Richard M. Nixon sent a memorandum to the heads of executive departments and agencies. He noted his

> desire to attract the ablest and most talented people in the country to join this Administration and assist in the achievement of our far-reaching goals. The Nation's many highly qualified women represent an important reservoir of ability and talent that we must draw on to a greater degree.

Although a number of women had been appointed to top positions and to advisory boards and commissions, President Nixon was "convinced that we can and must do better." He requested, therefore, each agency to take four actions:

> 1. develop and put into action a plan for attracting more qualified women for GS–16 and up positions;
> 2. develop and put into action by May 15 a plan to increase significantly the number of women in mid-level positions (GS–13 to GS–15);
> 3. ensure that a substantial number of vacancies on advisory boards and commissions are filled with well qualified women; and
> 4. appoint an overall coordinator to be held responsible for the success of the project.[27]

Frederic V. Malek, Special Assistant to the President, made additional suggestions for each agency's plan. These guidelines included the identification and description of specific positions (GS–16 and up) that were or would be vacant by the end of the calendar year; an indication of the number of women currently in positions at this level; and the addition of at least three women to this level by the end of 1971. Malek outlined similar guidelines for GS–13 to GS–15 positions.[28]

Upon hearing of President Nixon's request for plans of action, the WAO wanted to have some input. They made three recommendations to Deputy Under Secretary Macomber. First, they felt the Department

> must offer women *responsible* and prestigious positions to attract them to appointive jobs at the top level. High salaries and senior ratings will not bring many non-career women to positions carrying only minor responsibility or token visibility as, for example, the chief of mission jobs at most Class Four [least important] posts.

Secondly, the Department should have, according to WAO, an intensive recruitment program "directed to organizations most likely to yield well qualified women." These would include women's groups within professional associations, women faculty members, business and professional women's organizations and groups like the American Association of University Women. Thirdly, the Department should examine its own resources in order to promote qualified women to more senior positions.

The WAO also believed that the plans should include specific goals for increasing the number of women in the middle and upper levels of the Department. The WAO recommended that between May and December 31, 1971 women should be appointed to 50 percent of all vacancies, GS–16 and above, 25 percent of all program direction jobs, 50 percent of all vacancies of GS–13 to GS–15, and 25 percent of all supervisory jobs of the FSO/R level 4 to 2 and GS–13 to GS–15.[29]

Secretary of State Rogers sent President Nixon the Department's plans for improving the status of women on May 15, 1971. Steps to be taken by the Department included identifying qualified women from the outside; recruiting candidates from professional and business organizations; encouraging women who had previously served as FSO's to apply for reappointment; establishing a central system for identifying women employees who were qualified to assume more responsible positions; and insuring that personnel policies and practices provided that all qualified women were given equal consideration for high-level positions. The Department reported to the White House that 306 women were currently holding positions that were GS–13, or equivalent, and higher.[30]

In replying to Mary S. Olmsted's recommendation for establishing goals in terms of percentages for certain types of positions, Deputy Under Secretary Macomber wrote, "I do not believe that this would be a realistic course for us to pursue." One obstacle in meeting specific percentage goals "is that the career service does not have nearly as many women as it should. What we must do is encourage more women to enter Foreign Service careers both via the examination route and via lateral entry where appropriate."[31]

The Secretaries' Bill of Rights

Concern was shown in the 1970's not only for women officers and the wives of Foreign Service officers but for secretaries as well. Early in 1974 Gladys P. Rogers, Special Assistant to the Deputy Under Secretary for Management, was saying, "I think we've got a long road to go before secretaries, which is a female occupation, before what they're doing, the value of what they're

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52. Margaret D. Anderson of the Department's Office of Equal Employment Opportunity meets with women employees in Bogota to discuss the effects of the government's women's programs. From left to right: Diane Andruch, Elayne Urban, Evelyn Barteau, Ms. Anderson, Linda Fabian, Brenda Gardner, and Mary L. Harvey, 1973. (Source: Department of State)

doing, is considered on the same basis of what officers, which used to be male, are doing."[32]

Ambassador L. Dean Brown, Deputy Under Secretary for Management, established the Secretarial Task Force on July 23, 1974 to "take a good hard look at the role and future prospects for secretaries in the Department and the Foreign Service."

The Task Force identified and examined various aspects of a secretarial career. The study was confined to those who were considered to be secretaries, not clerk-typists. It covered 1,976 positions, 777 filled by Civil Service secretaries and 1,199 by Foreign Service secretaries.

Through the use of a questionnaire, the Task Force gathered information on what the secretaries wanted. In a summary report, the following answer was given:

> Recognition as a body of workers
>
> —who have a legitimate profession;
> —who are willing to bring to their jobs a sense of professionalism;
> —who feel their work is *complementary*, not *secondary* to the work of a supervisor and who feel inherently their *function is important to the overall function of the Department* even in face of the fact that the Department often does not seem convinced of that importance;

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> —who are dissatisfied with their utilization in the Department and in the field and who, as products of their time, with the ever-increasing pressures of social change, resent the dual discrimination they face: they feel looked down on professionally and, in the Foreign Service in particular, still victimized by the remnants of the past attitude that job stratification equates with a class caste stratification;
> and finally,
> —who do not want to be treated as 'little children' or 'girls,' to be coddled with a 'be nice to secretaries' gesture *here and there, but who do want to be accepted as colleagues and treated as a contributing member of a working team.*[33]

The Task Force made 150 specific recommendations which were later consolidated into 72. In October 1975 Carol C. Laise, Director General of the Foreign Service, reported that 58 had been implemented at that time, 3 had been partly implemented, and 4 had not been implemented.[34]

On November 12, 1975 the Department issued a notice on "Policy on Professional Status of Secretaries." This "Bill of Rights" for secretaries noted, among other things, that they are "entitled to be accorded the respect due to any colleague"; that they were not to be expected to perform personal or nonofficial tasks; that they should be given training to fulfill their assigned functions; and that they could reasonably expect that their technical and general knowledge would be put to maximum use.[35]

Married Women Employees

In the fall of 1970 an overseas employee inquired about the Department's policy regarding home leave (a vacation after service abroad) for Limited Indefinite Resident (LIR) employees. A number of secretaries in the Foreign Service were given LIR appointments and were informally called "Working Wives." As a rule LIR's were married to State, AID, USIA, or military employees and were employed at posts where the personnel complement was restricted, housing was a problem, the post was isolated, or it was difficult to staff with regular Foreign Service secretaries. The practice in 1970 was to place an LIR wife in a leave without pay (LWOP) status at the time of departure from one post and to continue her in that status until she arrived at her husband's next post, thus denying her home leave. After arrival at the next post, she would be returned to duty and assigned to a position if one were available.

As Gladys P. Rogers commented, "it was almost impossible to be married and in the Foreign Service if you were a woman." The exceptions were those few cases where the spouse accompanied the woman, which were "very few indeed." Essentially, "you did have to be single."[36]

A review of existing procedures in 1970 showed that the Department's policy was "hit or miss and that some individuals receive it [home leave] and others do not under quite similar circumstances." It was not always possible to guarantee an available and suitable position at the husband's next post nor desirable to employ a wife at all posts.

It was decided, however, that where a position was available for occupation by the LIR wife shortly after arrival at the post, the wife should be authorized home leave. Also, in instances where the husband had been granted round trip home leave and the wife would continue her employment upon return, she too should be given home leave. At the same time it was decided that long-time FSS local resident employees who remained assigned to one post should be authorized home leave every 3 years. Department of State regulations—3 FAM 454—were changed to reflect these decisions.[37]

Elizabeth J. Harper of the Women's Program Committee, the WAO, Deputy Under Secretary Macomber, and many personnel officers of the Department continued for many months to give attention to the problems of "working wives" and married women in the Foreign Service. On January 15, 1971 Harper outlined in a memorandum to Deputy Under Secretary Macomber the meaning of career opportunities for women. It included the concept of a "continuing opportunity to improve oneself (in competitive promotional as well as other terms) and the right (as well as the emotional necessity) of being a regular member of the team."

Harper cited the example of a Foreign Service secretary with several years experience who married while on a departmental assignment. She received appointments as a "resident hire" at two successive posts. As a result of this "temporary" status, she was denied the right of competition with her peers, use of home leave, and post differential. These circumstances, which took the secretary "out of a 'career' concept, are precisely the types of acts which cause women to cry 'foul'," Harper wrote Deputy Under Secretary Macomber.[38]

Harper thought the Department must recognize the implications of this and follow through with the necessary actions if it was going to give continuing career opportunities to women who married. "It will not bankrupt us," she added. The two persons would receive separate differentials if they were not married, so this would not add cost. Housing allowances and shipment of effects would cost less for a couple than for two people. There would "be additional costs over our present system *though not over what we would be paying if the girl were still single* [underlining in original memorandum]—which is what strikes me as most germane."

These additions would be the differentials presently withheld and the maintenance of people in pay status while on home leave. Harper concluded that there were not enough people in this situation "to cause a real crunch in the budget by giving them what I believe they are entitled to."[39]

Deputy Under Secretary Macomber and Harper discussed this memorandum the same day, January 15, 1971, and he agreed three principles could be announced at a department-wide meeting on January 20. This meeting, organized by the WAO, was to consider marriage and careers.

Macomber's three points were:

> That women who had entered the Foreign Service as a career would be allowed to continue this career after marriage *to the maximum extent feasible.*
>
> *Such a married woman employee would be permitted to accumulate and take home leave* without being placed on LWOP during this period as is the present practice.
>
> If the married woman employee was employed at a post with a cost of living or hardship differential *she would receive this differential.*[40]

On January 20, more than 200 employees attended the open forum on marriage and careers for women. In opening the meeting Deputy Under Secretary Macomber said, "We can do infinitely better than we are doing now" in making good use of the "brainpower of women."[41] He also told the women "*that the Department had not* adequately used the abilities of women and promised them a 'fairer shake'."[42]

The Women's Action Organization (WAO) "welcomed [Macomber's] *statement that it was time to start making marriage not incompatible with a woman's career, and that joint assignments or leaves of absence should be worked out wherever possible.*" The WAO prepared an 11-point summary of statements made at the meeting for circulation among members of the WAO and other interested persons.[43]

Mary S. Olmsted, president of the WAO, wrote Deputy Under Secretary Macomber that the meeting had been valuable, but certain issues of interest to women were only partially covered, or not at all, because of time limitations. Therefore, the WAO made some specific recommendations for the Department to consider and act upon. In the area of employment there were three points: (1) encouragement of employment of spouses of Foreign Service employees with U.S. missions; (2) encouragement by the Ambassador and principal officer of the employment of wives outside U.S. missions in those countries which did not ban this practice for U.S. dependents; and (3) greater opportunities for part-time work in the Department for former employees who resigned to get married. An intensive information program was needed for those who would benefit by changed regulations which would implement these proposals. The need for day care centers was also an issue of major interest to the women.[44]

Within two months after the January 20 open meeting on marriage and careers, the Department had initiated several measures to insure equality for women employees. A comprehensive review of the regulations to eliminate discriminatory provisions was underway. Certain specific changes were already being prepared. Married women were to receive equal coverage under hardship differentials except for those who were temporary or resident employees. Women Foreign Service employees who married would no longer automatically revert to temporary or resident status, but would retain the Foreign Service grade and class they had prior to marriage.

The regulations were also being revised to provide for the assignment of husbands and wives who were both Foreign Service employees to the same post, whenever possible, and for the assignment of single women with dependents. Recruitment literature was being rewritten to eliminate any references to sex or marital status.[45]

Husband and Wife Appointments

By August 1971 the three foreign affairs agencies, State, USIA, and AID, had approved new regulations which assured women that marriage and a career were compatible for those who desired both. Women with dependents would also have an equal opportunity for service abroad if they desired. A joint State/AID/USIA message (CA-3745) of August 11, 1971, referred to by some people as the "Magna Charta," announced these changes. Under the policies that were announced, if two Foreign Service employees married and wished to continue working, each retained regular status if each remained available for worldwide assignment.[46]

Within a month after CA-3745 was issued three married women and their husbands received assignments to appropriate positions at the same post. One of these couples was John and Marian Tipton. Both had passed the FSO examinations and met at Mexico City on their first tours of duty. After their marriage in 1962, Mrs. Tipton resigned her commission and traveled to Bolivia, Guatemala, and Washington as a dependent.

As a result of the Department's new policy, Mrs. Tipton applied for reappointment as a Foreign Service officer. She was

53. Marian Tipton becomes one of the first women to be reappointed following new policy that permitted working couples to serve in the Foreign Service. Shown here with her husband, John. (Source: Department of State)

commissioned as an FSO–6 in 1971 and assigned to the Consular Section of the U.S. Embassy in Santiago, Chile. At the same time her husband served in the Political Section of the same Embassy.[47]

In 1974 the Department reexamined all pending reappointment applications from women Foreign Service employees who had been required to resign when they married. Those women who had not done so earlier were invited by the Department on March 19 "to make application for reappointment," stating the specialization the applicant felt "best qualified to compete in and the reappointment grade believed appropriate."[48] This policy was codified into the Department's personnel regulations (3 FAM 125.1).

After the reversal in 1971 of the policy which required women to resign when married, until mid-1976, some 40 women returned to the payroll. Slightly more than half were reappointed as FSR's and FSO's. The others returned to the Foreign Service staff corps.[49]

In December 1974, when the 115th class[50] of the Foreign Service was sworn in, it was the first time, as far as it has been possible to determine, that a husband-wife team was in the same class. After completing training, Carol Rose and her husband, Peter S. Wood, were assigned in March 1975 to Hermasillo, Mexico, she as a consular officer and he as an economic-commercial officer.

54. Two working couples were in the 127th Foreign Service class. They were—from left to right—Earle and Barbara Scarlett and Linda Baumann and Robert Faron. (Source: Department of State)

Rose has written,

> Since it was a 'first,' I had the responsibility of establishing a certain precedent, namely receiving per diem for training (!). For nearly six weeks I was continually informed that although I was an FSO I was also a wife (read: dependent), and as such could not receive per diem for training. It was only on the threat of a grievance case that I finally received per diem.[51]

Two husband-wife teams were in the 127th class which was sworn in on September 27, 1976. One team was Linda Adriene Baumann and her husband, Robert S. Faron, who were interested in the consular and administrative areas respectively. The second team was Earle and Barbara Scarlett, he employed by the Department as a political officer and she as a Foreign Service Information officer with U.S. Information Agency.[52] More than one hundred working couples are now serving in the Foreign Service.

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New Policy for Foreign Service Wives

Women employees were not the only ones who were being considered by management. On January 22, 1972 the foreign affairs agencies issued a "Policy on Wives of Foreign Service Employees." The Department of State believed "that the tradition of husband and wife teams and of wives' participation in the representational activities of a post has been one of the major strengths of the Foreign Service."

A basic principle of American diplomatic practice since the days of Jefferson and Franklin had been that it should "be representative of our way of life." In recent years women had gained more recognition of their rights to be treated as individuals and to have personal and career interests in addition to their roles as wives or mothers. Therefore, the Foreign Service must adapt itself to these changes. The Department acknowledged that there had been abuses where unnecessary and demeaning demands had been placed on some wives. For example, the *New York Times* had carried a story of the wife of a junior Foreign Service officer who had been asked to do the laundry when the machine of the senior officer's wife was on the "fritz." When the junior wife brought the laundry back, the senior wife said, "You haven't ironed the shirts."[53] The new policy was intended to eliminate these occasional abuses.

The policy, which applied equally to male spouses and other dependents, consisted of five points:

> 1. The wife of a Foreign Service employee who is with her husband at a foreign post is a private individual, "not a Government employee." The Foreign Service, therefore, had no right to lay any duties upon her.
> 2. The government has no right to insist that a wife assume representational burdens. Each wife will decide the extent to which she wants to participate as a partner in her husband's representational activities.
> 3. A wife's participation in, and choice of, charitable activities must be voluntary.
> 4. Rank and precedence do not grant any wife authority over, or responsibility for, the wives of other employees.
> 5. No mention of the wife's participation or lack thereof in any of the above activities is to be made in performance evaluation reports, inspectors' efficiency reports, or training evaluations.[54]

However, post reports, protocol guidelines, and other documents occasionally continued to violate the letter as well as the spirit of the Department's policy statements. In an airgram to all posts on February 3, 1975 the Department reminded employees that Secretary Henry Kissinger, in announcing Women's Week 1974, had said: "All personnel should be aware that furthering Equal Employment Opportunity is an integral part of [senior officers'] duties required by law, and supervisory personnel should recognize that the higher their rank, the greater their responsibility for leadership in this field." Posts were reminded of a number of policy statements that had been issued on the subject of women and that they remained valid. The Department instructed posts to review these directives to ensure compliance on all points.[55]

In 1975 the WAO established an ad hoc committee to study career possibilities for spouses of Foreign Service employees. The committee called upon State, AID, and USIA to give "urgent attention" to five specific needs. These were: the establishment of a "Skills Bank" or central office where spouses who desired to work while overseas could register; listing of employment and educational opportunities for spouses overseas and the inclusion of these data in post reports; the negotiation of bilateral agreements with other countries to facilitate spouses working on the local economy; encouragement by chiefs of missions for spouses wishing to use their talents and training in host countries; and the designation of an ombudsperson for dependents.[56]

The Alison Palmer Case

In August 1971 the first major sex discrimination case filed against the Department of State was decided in favor of the complainant. Alison Palmer had complained that she had been discriminated against three times in choice assignments because of her sex. The Department had broken her assignments as political officer at Dar-es-Salaam and Kampala. Later, although assigned as a political officer to Addis Ababa, she had been required to serve as executive assistant for a time.

Andrew B. Beath, the appeals examiner, found that "in the denial of African assignments, the complainant, Miss Palmer, was discriminated against because of her sex and her career was adversely affected to a degree which merits remedial action." Deputy Under Secretary Macomber, in accepting the examiner's finding, said the full report of the hearing would be placed in Palmer's file, including "my concurrence in his findings and recommendations, and my strong recommendation for her promotion. I also intend to frame the precepts for the [promotion] panels so that special consideration will be given to cases in which the record shows discrimination."

In conceding that there had been discrimination, Deputy Under Secretary Macomber said that things were going to change. The Department of State issued a revision of circular airgram 5901 and eliminated the provision that appeals might be made to

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a high-level review board to exclude women from certain assignments "for compelling reasons of foreign policy."

Palmer had also requested that the individuals who made decisions in such cases as hers be censured and held financially responsible for any losses that might have been suffered. Deputy Under Secretary Macomber and Beath rejected this request.[57]

In spite of the fact that some members of the WAO had given her support, Palmer said in 1976 that she felt the reform movement within the Department of State had been insignificant. The WAO was a "management-oriented group that is very inactive as far as I am concerned."[58]

Changes in the Number and Percentage of Women

The efforts of the 1960's and 70's had mixed results. The 20 years from 1957 to 1977 had been a period of ups and downs in the number and percentage of women in the Foreign Service and the Civil Service, in part influenced by fluctuations in the total work force. From a peak of 5,289 in 1966, the number of women declined to a low of 4,319 in 1972. Since then there has been a gradual increase to 4,806 in 1977.

In the Civil Service the height of Department of State employment was reached in 1958 with 2,632 on the rolls. After an almost yearly decrease to 1,959 in 1967, the trend has now gone the other way until there are 2,551 women employees as of December 31, 1977.

Women in the Foreign Service were at the highest number in 1967—3,191. In the past 10 years there has been an overall decrease of 936 to 2,255. The Foreign Service Staff Corps is now little more than half what it was in 1967. There are 10 times as many women Foreign Service Reserve officers as in 1957. In 1960 there were 334 women FSO's, but this number fell to 149 in 10 years. During the past 7 years the number of women FSO's has steadily increased to 337.[59]

From the standpoint of the percentage of women at the senior, middle, junior, and support levels of combined Civil Service and Foreign Service personnel, there has been an almost constant increase. At the Department of State senior level four women constituted 0.6 percent of the total in 1957 while the present 35 officers (as of December 31, 1977) are 3.3 percent of the total.

At the middle level there were 282 women, or 9.6 percent of the total in 1957. Twenty years later there are 326 women in

TABLE 9

Department of State
Comparison of Women by Pay Plan,
1957–77

	FSO		FSR		FSS		FSRU		TOTAL FS		GS/GG		TOTAL	
	T	W	T	W	T	W	T	W	T	W	T	W	T	W
1957	3436	306	728	39	3799	2264	—	—	7963	2609	4089	2525	12,052	5134
1958	3518	296	815	42	3644	2171	—	—	7977	2509	4255	2632	12,232	5141
1959	3632	328	1043	61	3451	2119	—	—	8126	2508	4249	2585	12,375	5093
1960	3717	334	1126	70	3490	2119	—	—	8333	2523	4292	2595	12,625	5118
1961	3726	327	1289	73	3708	2203	—	—	8723	2603	4306	2595	13,029	5198
1962	3761	312	1242	59	3743	2132	—	—	8746	2503	4069	2386	12,815	4889
1963	3708	284	1348	69	4009	2184	—	—	9065	2537	4178	2443	13,243	4980
1964	3670	259	1291	64	4133	2176	—	—	9094	2499	4067	2392	13,161	4891
1966[1]	3523	221	1435	87	4771	2415	—	—	9729	2723	3885	2382	13,614	5105
1966	3521	205	1769	189	5546	2761	—	—	10,836	3155	3327	2134	14,163	5289
1967	3438	194	1729	184	5795	2813	—	—	10,962	3191	3133	1959	14,095	5150
1968					[No statistics are available on number of women.]									
1969	3263	165	1445	124	4862	2240	—	—	9570	2529	3329	2091	12,899	4620
1970	3103	149	1280	99	4472	2031	—	—	8855	2279	3415	2150	12,270	4429
1971	3086	154	1421	126	4151	1937	186	27	8844	2244	3417	2191	12,261	4435
1972	3332	218	1444	142	3592	1737	172	23	8540	2120	3442	2199	11,982	4319
1973	3302	239	1614	225	3238	1639	221	27	8375	2130	3460	2244	11,835	4374
1974	3412	285	1882	295	2938	1577	307	26	8539	2183	3412	2250	11,951	4433
1975	3461	312	2246	420	2735	1533	316	28	8758	2293	3489	2329	12,247	4622
1976	3461	322	2286	397	2671	1501	521	85	8939	2305	3528	2387	12,467	4692
1977	3514	337	2226	378	2529	1416	767	124	9036	2255	3707	2551	12,743	4806

Source: Summary of Employment prepared by PER/MGT/AR.

[1] Data are of December 31 for each year except 1965. No December figures are available so data for January 31, 1966 have been used.

middle level positions or 15.1 percent of the total, a percentage that has remained constant for the past 3 years. At the junior level the number increased from 38 percent in 1957 to 49.3 percent in 1972. There has been a decrease of 4.0 percent in the 5 years since then, but an increase of 27 in the number of junior level women officers. The greatest drop in numbers has been among the support group, there being about half in 1977 of the number that were on the rolls in 1957. Because of a general drop in the total number of Department of State employees, the percentage of women in the Department has increased, however, from 72.6 percent to 76.9 percent during the same period.[60]

The percentage of Department of State women at the different levels from 1970 to 1975 compares very favorably with the total of all women in the Federal Government. Only in 1970 at the support level was the State Department below the total government and that was by only 0.4 percent.[61]

Reflections on the Early 70's

Even as programs were being developed and directives issued in the early 1970's, various individuals began to evaluate accomplishments in improving the status of women at the Department of State. They also reflected on the problems that had confronted them and the task yet to be done.

Barbara J. Good, who had been active early in the new impetus, thought the major accomplishment of the Ad Hoc Committee and the Women's Action Organization (WAO) in the first year had been the "fact that no women in the Foreign Service Officer corps could be denied an assignment."[62] Writing for *The Bureaucrat* in 1972, Gladys P. Rogers, Special Assistant for Women's Affairs, said:

> The Department of State has made a commitment to its women employees to: redefine their status, provide essential resources to achieve that status, establish radically new policies, and make the concerns of women a key element in management reform. An honest beginning has been made to deliver on this commitment.[63]

In a later interview Rogers said she thought the Ad Hoc Committee, during its brief existence, had provided "a coherent, timely, integrated approach to the inevitable, as it were." She felt that, as a result, the Department was "well ahead of the rest of the Federal Government. There is no question in my mind."[64]

On March 13, 1973 the Ad Hoc Committee received one of the

TABLE 10

Department of State
Number and Percentage of Women at Senior, Middle, Junior, and Support Levels, 1957–77

	Senior Level			Middle Level			Junior Level			Support Level		
	T	W	%	T	W	%	T	W	%	T	W	%
1957	635	4	.6	2933	282	9.6	3804	1449	38.1	4680	3396	72.6
1958	727	10	1.4	3105	307	9.9	3873	1533	39.6	4527	3291	72.7
1959	773	11	1.4	3310	355	10.7	3868	1590	41.1	4432	3136	70.8
1960	821	13	1.6	3454	383	11.1	4061	1718	42.3	4339	3004	69.2
1961	898	14	1.6	3525	402	11.4	4205	1845	43.9	4301	2953	68.7
1962	874	12	1.4	3581	431	12.0	4394	1837	41.8	3931	2609	66.4
1963	1004	20	2.0	3756	473	12.6	4592	1995	43.4	3882	2492	64.2
1964	1026	19	1.9	3789	474	12.5	4666	2074	44.4	3680	2324	63.2
1966[1]	1093	23	2.1	3889	495	12.7	5025	2146	42.7	3607	2431	67.4
1966	1227	33	2.7	4061	539	13.3	5372	2315	43.1	3503	2399	68.5
1967	1234	34	2.8	4097	525	12.8	5458	2390	43.8	3306	2202	66.6
1968	[No statistics are available on number of women.]											
1969	1151	31	2.7	4135	519	12.6	5304	2451	46.2	2309	1619	70.1
1970	1101	27	2.5	3943	469	11.9	5116	2419	47.3	2100	1514	72.1
1971	1103	27	2.4	3950	488	12.4	5260	2462	46.8	2008	1508	75.1
1972	1089	24	2.2	3929	495	12.6	4827	2381	49.3	1928	1416	73.4
1973	1026	36	3.5	3815	507	13.3	5045	2391	47.4	1937	1451	74.9
1974	1016	32	3.1	3996	570	14.3	5064	2409	47.6	1875	1422	75.8
1975	1030	38	3.7	4028	608	15.1	5173	2430	47.0	2016	1546	76.7
1976	1025	44	4.3	4051	610	15.1	5309	2438	45.9	2082	1600	76.8
1977	1060	35	3.3	4134	647	15.7	5318	2408	45.3	2231	1716	76.9

Source: Summary of Employment prepared by PER/MGT/AR.
(See Table 11 for explanation of levels.)

[1] Data are of December 31 for each year except 1965. No December figures are available so data for January 31, 1966 have been used.

TABLE 11

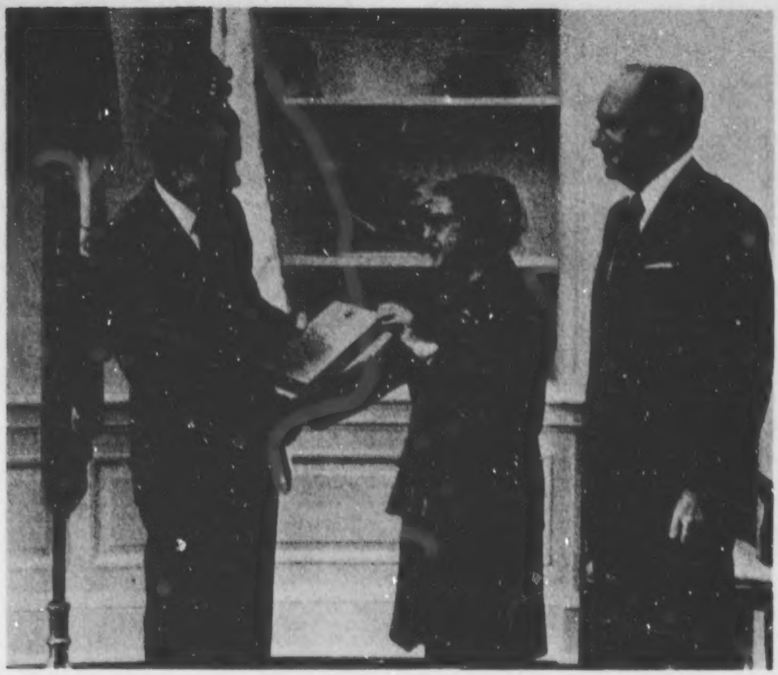
Comparison of the Percentage of Women in the Department of State and all Government Agencies, 1970–75

	1970		1971		1972		1973		1974		1975	
	All Govt.	State	All Govt.	State	All Govt.	State	All Govt.	State	All Govt.	State	All Govt.	State
Senior[1] Level	1.5	2.5	1.4	2.4	1.8	2.2	2.3	3.5	2.4	3.2	2.7	3.7
Middle[2] Level	5.4	11.9	5.6	12.4	5.9	12.6	6.2	13.3	6.6	14.3	7.2	15.1
Junior[3] Level	26.8	47.3	27.3	46.8	27.9	49.3	28.7	47.4	30.3	47.6	31.5	47.0
Support[4] Level	72.5	72.1	71.1	75.1	70.6	73.4	71.1	74.9	71.2	75.8	71.6	76.7

[1] Senior level = CA, CM, FSO/R/RU–1, 2, GS/GG–16, 17, 18
[2] Middle level = FSO/R/RU–3 to 5; FSSO–1 to 3, GS/GG–12 to 15
[3] Junior level = FSO/R/RU–6 to 8, FSSO–4 to 7, GS/GG–7 to 11
[4] Support level = FSS–8 to 10, GS/GG–1 to 6

Source: Government statistics from annual reports on employment of women, prepared by the U.S. Civil Service Commission.

Department of State statistics from PER/MGT.



55. President Richard Nixon presents Presidential Improvement Award to the Ad Hoc Committee for taking the initiative in effecting reforms for women employees, 1972. Mary Olmsted receives the award as Secretary of State Rogers looks on. (Source: Department of State)

nine Presidential Improvement Awards for 1972. The citation read:

> For taking bold initiatives to effect reforms of personnel policies on recruitment, training, and assignment of women. The Ad Hoc Committee, a group voluntarily formed in the State Department, USIA, and AID, initiated innovative actions that channeled the energies of women in the foreign affairs agencies into constructively achieving tangible, specific, and necessary reforms. Recruitment of women as career foreign service officers in the State Department alone went up to 21% in fiscal year 1972, compared to an almost unvarying 7% in the preceding decade.[65]

Nira Long of the Agency for International Development thought women were in the same position in 1970 "as the blacks were in the fifties in terms of progress, in terms of discrimination."[66]

Rogers pointed out that the women's movement got its start

56. The Women's Action Organization presents its Achievement Award to Ambassador William B. Macomber, Jr., "with appreciation for his understanding and support." From left to right: Dorothy Stansbury, President of WAO, Ambassador Macomber, and Mrs. Macomber. The award was made in 1973. (Source: Department of State)

with the reform movement generally, a part of a much greater activity. During the interview by Jean Joyce in 1974, Gladys P. Rogers said:

> The fact that women can now . . . wear pants suits to the Department, it goes along with the fact that men can wear beards. It's all of a piece, and I don't see, for example, women ever getting anywhere independently unless blacks get somewhere independently, unless attention is paid to so-called Spanish surnames, because I think that if women were to be pushed back, blacks will be pushed back, all of the groups that were out will be pushed back. It isn't just women, it isn't just secretaries, it isn't just officers, it isn't just anything, it's really a much larger thing.[67]

Throughout the discussion between the Ad Hoc Committee and the WAO and Deputy Under Secretary William Macomber, the women found his attitude to be "one of receptivity and of apparent understanding of what we were talking about, and willingness to help." Some felt that the "very fact that he was married to [Phyllis Berneau] the former secretary to the Secretary of State helped us [the Ad Hoc Committee] a great deal."[68]

Macomber was equally appreciative of the women and their attitudes toward the need for reform. In speaking of the WAO, he said:

> They presented these things and there wasn't any of them crazy, bra-burning kinds of things. They were sensible, honest, legitimate things that no really sensible person could quarrel with.[69]

Something that impressed him very much was the fact that:

> When we got something done, even though we hadn't gotten everything done, and there were certain things they hoped would be done that weren't done yet, they said thank you for what's been done. Well, that sends you back to the drawing board really trying to get the rest of it done.[70]

In looking to the future, Barbara J. Good said, "I think we can change things peacefully and make human rights a reality for women and men as equal partners. We've made a good start."[71]

Deputy Under Secretary Macomber emphasized the need to recruit more women before he could see "the fruits . . . as much as I'd like." He stressed that every job was open to women. "There's no job out there that a woman can't do as [well as] a man."

When asked, "Even in a Moslem country?", Deputy Under Secretary Macomber replied,

> Oh, even in a Moslem country. You know, I've been hearing that for a long time. If the human being walking into the office represents the United States of America, you bet your neck they'll deal with that person. And if she's a good person, they'll like it.[72]

Stressing that "women should get a fairer shake," he said, "I think the country is stupid if they don't find a way to tap the resources that are in women's heads."[73]

Notes

1. U.S. Department of State, *Diplomacy for the 70's* (U.S. Government Printing Office, Washington, D.C., 1970), pp. 1–4, 587–8.
2. *Ibid., passim.*
3. "Chronology of events leading to formation of the Ad Hoc Committee to Improve the Status of Women in Foreign Affairs Agencies," by IR [Idris M. Rossell], Aug. 22, 1970.
4. Letter from Ad Hoc Committee to Deputy Under Secretary William B. Macomber, Aug. 24, 1970, Pers Lib. files.

5. Memorandum, “What is the Women’s Action Organization?”, Feb. 23, 1971.
6. Interview of Idris M. Rossell by Jean Joyce, Mar. 3, 1974; transcripts of interview between Jean Joyce and members of the Ad Hoc Committee and Women’s Action Organization, 1974, Schlesinger Library, Radcliffe College.
7. Chronology.
8. Memorandum, “Major Recommendations for the Task Forces,” [undated], Pers. Lib. files.
9. These were Task Force I (Career Management and Assignment), II (Performance Evaluation and Performance), III (Personnel Requirements and Resources), IV (Training), V (Personnel Perquisites), and VI (Recruitment and Employment).
10. Memorandum to Christopher Petrow, O, “Proposals for additions and changes to be made to Task Force Reports,” Sept. 8, 1970. (Initialed by Idris Rossell, Mary Olmsted, Marguerite Cooper, Jean Joyce, and Barbara Good.)
11. Interview of Barbara Good by Jean Joyce, Mar. 7, 1974, Schlesinger Library, Radcliffe College.
12. Interview of Idris Rossell by Jean Joyce, Schlesinger Library, Radcliffe College.
13. *Diplomacy for the 70’s*, pp. 18–19.
14. Chronology, p. 4.
15. Statement by Jean Joyce during interview of Mary Olmsted, Jan. 3, 1974, Schlesinger Library, Radcliffe College.
16. Interview of Mary Olmsted by Jean Joyce, Schlesinger Library, Radcliffe College.
17. Letter from Mary S. Olmsted, *et al*, to Deputy Under Secretary Macomber, Sept. 18, 1970, Pers. Lib. files.
18. Letter from Deputy Under Secretary Macomber to Olmsted, Sept. 28, 1970, Pers. Lib. files.
19. CA–5901, Nov. 3, 1970; Department Notice, Dec. 2, 1970. See Appendix G.
20. Chronology, p. 4; “What’s the Women’s Action Organization?”, no author, no date.
21. Statement by Jean Joyce during interview of Mary Olmsted, Schlesinger Library, Radcliffe College.
22. *Newsletter*, Apr. 1976, p. 30. Also see Appendix H, “What is WAO?” for further information on the accomplishments of the Women’s Action Organization.
23. Attachment to the memorandum from the Ad Hoc Committee to All Interested Persons on Sept. 2 meeting, Aug. 28, 1970, Pers. Lib. files.
24. Memorandum, “Training—Women’s Program,” from Alton Jenkins, PER/CA/TR, to Clifford Hailey, PMS/PA, July 23, 1971, Pers. Lib. files.
25. Memorandum, “Women who have completed long term training,” dated Sept. 8, 1971, Pers. Lib. files.
26. See Appendix I for details on women in long-term training.
27. Memorandum from President Nixon to heads of Executive Departments and Agencies, Apr. 21, 1971, Pers. Lib. files.
28. Memorandum from Frederic V. Malek to Secretary William P. Rogers, “Action Plans for Attracting More Qualified Women to Government Positions,” May 6, 1971, Pers. Lib. files.
29. Letter from Mary Olmsted to Deputy Under Secretary Macomber, May 11, 1971, Pers. Lib. files.
30. Memorandum, “Plans for Improving the Status of Women,” from Secretary Rogers to President Nixon [May 15, 1971], Pers. Lib. files.
31. Letter from Deputy Under Secretary Macomber to Olmsted, June 7, 1971, Pers. Lib. files.

32. Interview of Gladys Rogers by Jean Joyce, Schlesinger Library, Radcliffe College.
33. "Summary of the Secretarial Task Force Report," Special Supplement to the Department of State *Newsletter*, Feb. 1975, p. 5.
34. See Appendix J for the "Summary of Actions" on recommendations of the Secretarial Task Force.
35. See Appendix K for the notice.
36. Interview of Gladys Rogers by Jean Joyce, Schlesinger Library, Radcliffe College.
37. Memorandum, "Limited Indefinite Resident Appointments," from Robert Gordon, O, to Earl D. Sohm, DG/PER, Nov. 10, 1970; memorandum, "Home Leave Authorization for Resident Staff Employees," from Cleo A. Noel, Jr., PER/CA, to Howard Mace, O/DG, Dec. 15, 1970; memorandum, "Request for Revision of Regulations for Resident Staff Employees," from Howard Mace, O/DG, to James J. McTigue, OM/DIR, Dec. 15, 1970, Pers. Lib. files.
38. Memorandum, "Working Wives," from Elizabeth J. Harper, VO, to Deputy Under Secretary Macomber, O, Jan. 15, 1970, Pers. Lib. files.
39. *Ibid.*
40. Memorandum, "Married Women in the Foreign Service," from Robert C.F. Gordon, O, to Howard P. Mace, DG/PER and Joseph F. Donelan, Jr., A/BF, Jan. 18, 1971, Pers. Lib. files.
41. *Newsletter*, Feb. 1971, p. 24.
42. "What's the Women's Action Organization?"
43. See Appendix L.
44. Letter from Mary Olmsted to Deputy Under Secretary Macomber, Jan. 29, 1971, Pers. Lib. files.
45. Letter from Deputy Under Secretary Macomber to Olmsted, Mar. 18, 1971, Pers. Lib. files.
46. CA-3745, Aug. 11, 1971; Department Notice, Aug. 16, 1971. See Appendix M.
47. *Newsletter*, Sept. 1971, pp. 13–14.
48. *Ibid.*, Apr. 1974, p. 32.
49. *Ibid.*, Sept. 1974, p. 28 and May 1976, p. 24.
50. The counting of Foreign Service officer classes was begun in 1906.
51. Letter from Carol Rose to Georgiana M. Prince and Margaret D. Anderson, Jan. 19, 1978.
52. *Newsletter*, Oct. 1976, p. 22.
53. Story related by Dorothy Stansbury during interview with Jean Joyce, Mar. 5, 1974, Schlesinger Library, Radcliffe College.
54. A-728 to all posts, Jan. 22, 1972. See appendix N.
55. A-654 to all posts, Feb. 3, 1975. See Appendix O.
56. *Newsletter*, Nov. 1975, p. 20.
57. *Ibid.*, Sept. 1971, p. 18; *Washington Post*, Aug. 26, 1971; Washington *Evening Star*, Aug. 25, 1971.
58. *New York Times*, Apr. 6, 1976.
59. See Table 9 for details.
60. See Table 10 for details.
61. See Table 11 for details.
62. Interview of Barbara Good by Jean Joyce, Schlesinger Library, Radcliffe College.
63. *The Bureaucrat*, Fall 1972, p. 264.
64. Interview of Gladys P. Rogers by Jean Joyce, Schlesinger Library, Radcliffe College.
65. *Newsletter*, Apr. 1973, pp. 40–41.
66. Interview of Dorothy Stansbury, quoting Nira Long, by Jean Joyce, Schlesinger Library, Radcliffe College.

67. Interview of Gladys Rogers by Jean Joyce, Schlesinger Library, Radcliffe College.
68. Interview of Idris Rossell by Jean Joyce.
69. Interview of Deputy Under Secretary Macomber by Jean Joyce.
70. *Ibid.*
71. Interview of Barbara Good by Jean Joyce.
72. Interview of Deputy Under Secretary Macomber by Jean Joyce.
73. *Ibid.*

Chapter X

Ministers Plenipotentiary and Ambassadors Extraordinary

Secretary of the Treasury Albert Gallatin had the audacity in 1807 to suggest to President Thomas Jefferson that the latter might consider women for public service. President Jefferson sharply replied, "The appointment of a woman to office is an innovation for which the public is not prepared, nor am I."[1] More than 125 years passed before any President was to have a different attitude, at least as far as appointing a woman as Minister Plenipotentiary or Ambassador Extraordinary was concerned. The first to take such a step was President Franklin D. Roosevelt who appointed Ruth Bryan Owen as Minister to Denmark on April 13, 1933.

Twenty-six women have held the rank of Minister or Ambassador from the appointment of Owen until the present (April 1978). Twenty-five have served as chiefs of missions in 28 instances; one has been the chief of the U.S. mission to the International Civil Aviation Organization in Montreal; one was Ambassador on law of the sea negotiations previous to appointment as chief of mission; and one has served with the rank of Ambassador to UNESCO subsequent to being a chief of mission. Of the 28 appointments, 16 have been to European countries with 4 women serving in Luxembourg, 3 in Denmark, and 3 in Norway. Seven appointments have been to African countries,[2] three to South Asian countries, one to the Southwest Pacific Islands, one to the West Indies, and one to Central America.

Some 10 or 38.5 percent of the women have been career employees while the others have been noncareer appointees. This is in contrast to the total number of Ministers and Ambassadors for the period from 1933 to 1977 when 58.2 percent were career and 41.8 percent were noncareer.

When Ruth Bryan Owen was nominated by President Roosevelt and unanimously confirmed by the Senate on April 12, 1933, she was the first American woman to become an Envoy Extraordinary and Minister Plenipotentiary. Owen, who was the eldest daughter of former Secretary of State William Jennings Bryan, was educated at the University of Nebraska. During World War I she was a member of the executive committee of the American War Relief Fund in London and served as a war nurse in the Voluntary Aid Detachment in the Egyptian-Palestine campaign of 1915–18. Like her father, she was a lyceum and Chautauqua lecturer for a number of years. After being a member of the faculty of the University of Miami from 1926 to 1928, she was elected to the Congress for 4 years.[3]

Owen arrived in Copenhagen on May 23, 1933, and presented her credentials to the King of Denmark on May 29. In conformance with instructions she had received from the Chief of Protocol of the Danish Government, she wore an "afternoon costume with a small hat, and recognized the King and Queen by a courtesy [curtsy?] at the points in the ceremony where the former diplomats had been accustomed to bow."[4]

Danish newspaper comments and editorials were enthusiastically in favor of the new American Minister. The *Berlingske Tidende* reported that there was a grand reception in the harbor on the morning of May 23.

> It was not a Minister with striped trousers, with a monocle and a hard-set mouth. It was not a meeting between nervous Danish press representatives and serious steel or iron men from the great Dollar land. The picture was quite different. President Roosevelt's new lady-Minister disembarked with her associates smiling and laughing, with arms full of roses, small Danish and American flags and a beautiful grandchild with yellow curls.[5]

The *Extrabladet* commented:

> This is the first time that [the] United States has sent out a lady as Minister to a foreign country, and Denmark is the happy country upon which the honor has been bestowed. Mrs. Owen is now American Minister at Copenhagen and if the 'woman question' has never before been brought to victory, it certainly has in this instance. . . . by this appointment women have entered the highest status of the diplomatic service, and there can be no doubt but that the experiment will be crowned with success, . . . so that the prestige of the diplomatic service will not suffer but, on the contrary, will gain. Who knows whether it will not some day be considered an advantage that the most important diplomatic posts be occupied by ladies? . . .[6]

In an article on diplomacy as a career for women, Ruth Bryan Owen wrote:

> For the promotion of good will and friendship between countries the requirements are psychological rather than technical and in the field of international understanding—of enthusiasm for those things which make for peace rather than war—woman is on her own sure ground.[7]

The success of Ruth Bryan Owen in Denmark made it easier

57. Minister Ruth Bryan Owen with Eskimo children during a visit to Kragiassuk, Greenland. (Source: *American Foreign Service Journal*)

for President Roosevelt to appoint a second woman, Florence Jaffray Harriman, as Minister to Norway in 1937. In fact, Harriman said that Mrs. Owen and Madame Kollantay, the Soviet's first woman Minister, helped to pave the way for her.

Harriman had the assets considered important for an envoy at that time: "charm, political ability of the genteel sort, a mastery of the art of entertaining, and a substantial fortune." She undertook her responsibilities in Norway with enthusiasm. In a short time she found that her ideas of career-service diplomats changed a good deal. The entire Legation staff, she discovered, worked hard, was ready to help her "convince people of the benefits of our own democracy," and to make contacts not only with officials and the "best people" but with people on the farms and in the towns.

In April 1940 Harriman cabled the Department the first news of the Nazi invasion of Norway. After helping to evacuate American personnel, she made her own difficult flight from Oslo to Stockholm.[8]

President Harry S. Truman's first appointment of a woman was Perle Mesta as Minister to Luxembourg in 1949. After helping to finance Truman's campaign for Vice President in 1944 and

58. Minister Florence Jaffray Harriman skiing in Norway. (Source: Harriman, *Mission to the North*)

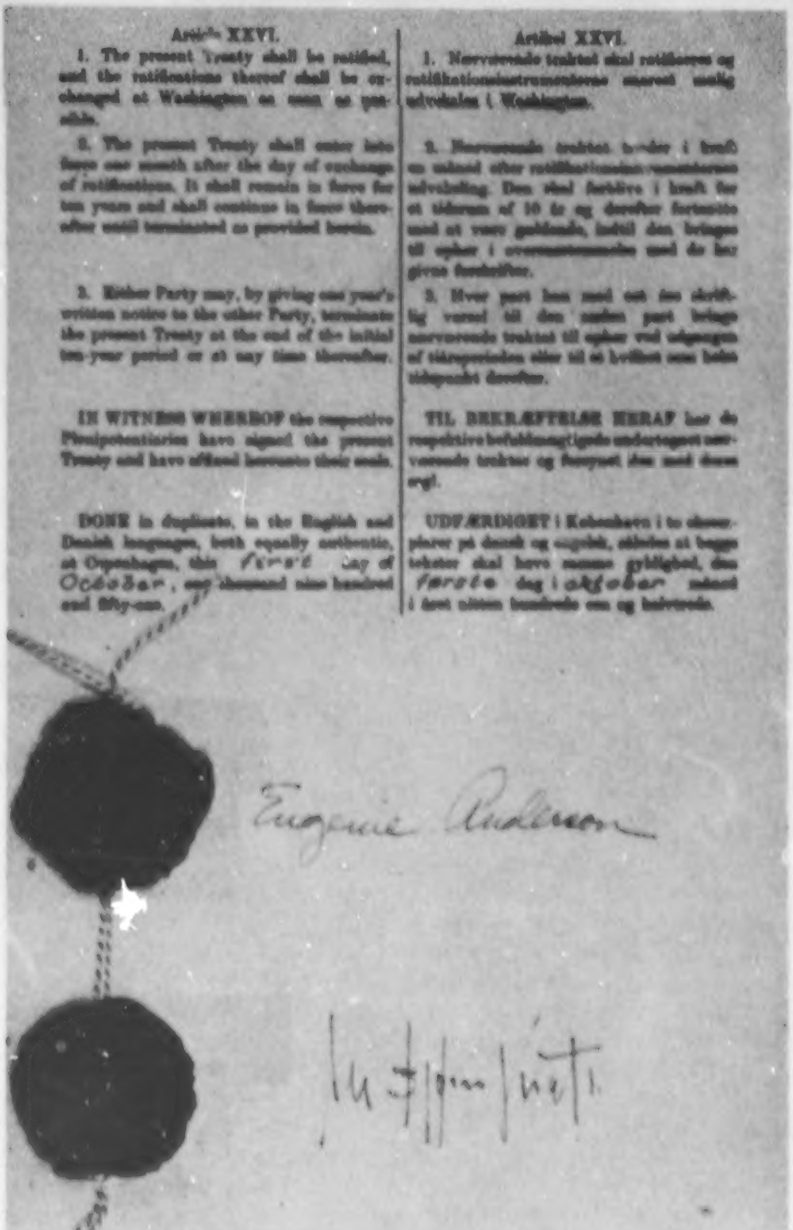
being an all-out fund raiser 4 years later, that she was named co-chairman of the Inaugural Ball in 1949 was hardly unexpected. A few months later she was on her way as the first U.S. Minister with sole responsibility to the Grand Duchy of Luxembourg.

After Mesta's arrival she visited the Agricultural Fair and the iron mines—the country's two major industries. At Christmas she entertained 500 orphans. She was always ready to welcome American GI's on leave from occupied Germany or the NATO countries.[9]

The first woman to be appointed with the rank of Ambassador was Eugenie Moore Anderson of Red Wing, Minnesota. After President Truman named her to Denmark in October 1949, Anderson said:

> Of course, I understand, as I believe that you do, that when President Truman nominated me as our first woman ambassador, he did so as a symbol of his own belief in the abilities of women in public life. I know that he intended my appointment to signify to all women that he recognizes our growing assumption of mature responsible citizenship, our work for the public good, not simply as women and mothers, but as citizens and as people.[10]

In Denmark, Anderson helped to negotiate the agreement on Greenland which brought that island into the NATO defense orbit and provided for the maintenance of the American bases that had been established there during World War II. In October 1951, with the completion of a treaty of friendship, commerce, and navigation



Article XXVI.

1. The present Treaty shall be ratified, and the ratifications thereof shall be exchanged at Washington as soon as possible.

2. The present Treaty shall enter into force one month after the day of exchange of ratifications. It shall remain in force for ten years and shall continue in force thereafter until terminated as provided herein.

3. Either Party may, by giving one year's written notice to the other Party, terminate the present Treaty at the end of the initial ten-year period or at any time thereafter.

IN WITNESS WHEREOF the respective Plenipotentiaries have signed the present Treaty and have affixed hereunto their seals.

DONE in duplicate, in the English and Danish languages, both equally authentic, at Copenhagen, this first day of October, one thousand nine hundred and fifty-one.

Artikel XXVI.

Eugenie Anderson

59. Treaty of Friendship, Commerce and Navigation with Denmark, 1951. Ambassador Eugenie Anderson was the first woman to sign a treaty on behalf of the United States. (Source: National Archives)

with Denmark, the Ambassador became the first woman to sign a treaty on behalf of the United States.

Anderson learned the Danish language quickly and made addresses in the language. She became familiar with Danish history and tradition, rode a bicycle like most Danes, and showed repeatedly that she liked the Danes and their country.[11]

President Dwight D. Eisenhower appointed two women ambassadors in 1953, one a political appointee to Italy and the other a career officer to Switzerland.

Clare Boothe Luce (and her husband, Henry Luce) had made significant contributions to President Eisenhower's presidential campaign, and she expected substantial recognition of this. The strengthening of Italo-American friendship, the problem of keeping the Italian foreign office informed of American policy and the Department of State and the White House of Italian policy, and American aid to Italy were of continuing concern to Clare Boothe Luce. She was also concerned with the continuing problem of Italian Communism and the dispute between Italy and Yugoslavia over Trieste.

When a mysterious case of arsenic poisoning terminated Luce's appointment in 1956, President Eisenhower congratulated her for "a job superbly done." Unquestionably, she had shown that women chiefs of mission could be effective. According to one writer,

> By 1956 even the critics were willing to admit that Mrs. Luce had been no mere rubber-stamp, socialite diplomat, capitalizing only upon her femininity. She had developed into a vigorous, hard-hitting chief-of-mission with a personality so nearly unique as to intrigue her friends and baffle her foes.[12]

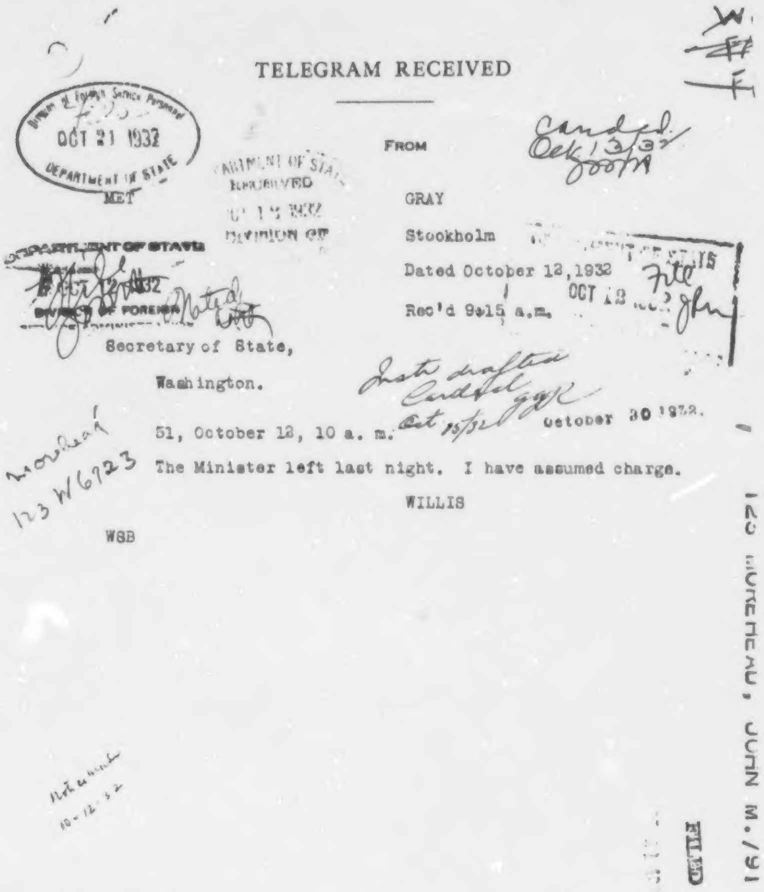
President Eisenhower nominated Luce as Ambassador to Brazil in 1959. The Brazilian Government indicated its acceptance, and the Senate approved by a vote of 79 to 11. Senator William Fulbright of Arkansas complained that partisan considerations caused the President "to hand out ambassadorships as rewards for political services." He criticized the Luce nomination, and Senator Wayne Morse of Oregon also attacked it with violence. As a result, Luce decided to decline the appointment.[13]

Frances E. Willis, the first career woman to become Ambassador in 1953, was to have many "firsts" during her career. In 1932 a telegram from the American Legation at Stockholm reached the desk of Secretary of State Henry Stimson. It read: "The minister left last night. I have assumed charge. Willis." It is reported that Stimson asked who "Willis" was. He was told that it was Frances E. Willis, who had become the first woman chargé d'affaires *ad interim* in American history.

A great contrast existed between Willis and the five women

60. Some Women Chiefs of Mission, 1949–71. Clockwise from top left: Pearl Mesta, Clare Booth Luce, Patricia Roberts Harris, and Betty Crites Dillon. (Source: Department of State)

political appointees who had preceded her. She had not contributed any of her fortune to elect senators or presidents. Unlike Perle Mesta she was not a famous Washington hostess. Instead,



TELEGRAM RECEIVED

Division of Foreign Service Personnel
OCT 21 1932
DEPARTMENT OF STATE

MET

DEPARTMENT OF STATE
RECEIVED
DIVISION OF

Noted

FROM

Canceled
Oct 13/32

GRAY

Stockholm

Dated October 12,1932

Rec'd 9:15 a.m.

OCT 12

File

Secretary of State,

Washington.

Inst drafted
Card fil
Oct 15/32 GGK

October 30 1932.

51, October 12, 10 a. m.

Morehead
123 W6723

The Minister left last night. I have assumed charge.

WILLIS

WSB

FILED

123 MOREHEAD, JOHN M./91

61. Frances E. Willis becomes first woman chargé. (Source: National Archives)

she had 30 years of experience in the Foreign Service. During these years she had become a highly respected officer. In 1944 Hugh Gibson, former Minister and Ambassador, had written of her that "she had received 'greater distinction in performance than in recognition,' and should by then have been recognized by appointment as 'Chief of Mission'."[14]

When Willis was nominated in 1953 as Ambassador to Switzerland, her old chief, Ambassador Joseph Grew, said that "nobody could do a better job. . . ." She had been an able, quiet, and hardworking officer who thought "you must take your work seriously but never yourself."[15]

62. Ambassador Frances E. Willis offers fruit to an elephant in Kandy, Ceylon, 1964. (Source: USIS)

Willis was appointed Ambassador to Norway in 1957, the first woman to serve as Ambassador at more than one post. Four years later she was appointed to Ceylon, the first U.S. Ambassador woman in that area of the world. As Ceylon had had a woman Prime Minister since 1960, the press predicted that the Ceylonese would be more impressed by Willis' qualifications than by the fact that she was a woman. In an interview at the time of her appointment, Willis said Ceylon had taken "it as a compliment" that the United States had sent a woman envoy.

She said, "It takes certain qualities to make a fair success in diplomacy. A diplomat's sex has nothing to do with it. Mostly, I think, it takes adjustability, intelligence, and stability." Willis believed that "the basis of diplomacy is to be tactful and sincere at the same time."[16]

The decades of the 1930's, 1940's, and 1950's each saw the appointment of two women as chiefs of mission. The decade of the 1960's was to see an upsurge to seven women.

The first appointment of a woman Ambassador by President John F. Kennedy was Frances Willis to Ceylon on March 15, 1961. On May 28, he appointed Eugenie Anderson as Minister to Bulgaria, the first woman to serve in an Eastern European country.

Katherine Elkus White was named to Denmark in 1964. She was a native of New York and a graduate of Vassar College. Prior to her appointment as Ambassador, White was a member of the New Jersey State Highway Authority, Mayor of Red Bank, New Jersey from 1951 to 1957, and a member from 1961 to 1963 and chairman of the Advisory Council, 1963 to 1964, of the President's Commission for Traffic Safety.[17]

Patricia Roberts Harris, the first black woman to be appointed as Ambassador, was named to Luxembourg in 1965. She was born in Illinois and received a B.A. degree from Howard University and J.D. degree from George Washington University. After graduating from law school, Harris was an attorney in the Appeals and Research Section of the Department of Justice from 1960 to 1961 and an Assistant Professor of Law at Howard University in 1963–64.[18] In 1977 President Jimmy Carter named her Secretary for Housing and Urban Development.

Carol C. Laise was appointed Ambassador to Nepal on September 19, 1966. Secretary of State Rogers, in speaking of her service in this post, said in 1973 that "her dedicated and perceptive stewardship as Ambassador to Nepal for the past 6 years serves as a striking example of the use to which exceptional abilities and personal wisdom have been combined in furtherance of both national objective and professional fulfillment."

Laise was employed by the U.S. Department of Agriculture, the Civil Service Commission, and the U.N. Refugee Relief Administration before joining the Department of State in 1948 as an assistant international affairs officer. Later she was political officer in New Delhi, deputy director and then director of the Office of South Asian Affairs, and country director for India, Nepal, Ceylon, and the Maldives. Subsequent to being Ambassador to Nepal, Laise became Assistant Secretary for Public Affairs, the first woman to hold the title of Assistant Secretary, and then Director General of the Foreign Service, the first woman at this

63. Ambassador Eugenie M. Anderson visits market in Plovdiv, Bulgaria, 1963. (Source: Department of State)

64. Ambassador Katherine Elkus White visits American radar station in Greenland in 1965. (Source: Department of State)

level in the Department. She was promoted to the rank of Career Minister in 1968.[19]

Two other career women became chiefs of mission in the 1960's. President Lyndon B. Johnson named Margaret Joy Tibbetts to Norway in 1964, just 15 years after her first overseas assignment to London in 1949. Tibbetts, a native of Maine, received an A.B. degree from Wheaton College and M.A. and Ph.D. degrees from Bryn Mawr College. She began her career with the Department in 1945 after having been a research analyst in the Office of Strategic Services for a year. She served overseas assignments at Leopoldville and Brussels in addition to London.

Her Washington assignments included being officer in charge of political-military affairs in the Office of European Regional Affairs, a detail as special assistant to the Director of the International Cooperation Administration, and a member of the Senior Seminar in Foreign Policy at the Foreign Service Institute. In 1969 Tibbetts was named a Career Minister, the third woman to attain this rank in the history of the Foreign Service. The same year she was appointed Deputy Assistant Secretary for European Affairs—the first woman career Foreign Service Officer to occupy this rank.

At the time of her retirement in 1971, Martin J. Hillenbrand, Assistant Secretary for European Affairs, in nominating Tibbetts for the Department's Distinguished Honor Award, said,

> . . . Her intellectual attainments, extraordinary devotion to duty and high standards have enabled her to rise to the top of a difficult, demanding and predominantly male career service. . . .
>
> She has in exceptional measure evoked the loyalty and devotion of her staffs, colleagues and supervisors, both male and female, and has been equally successful in earning the respect and admiration of the representatives and leaders of foreign governments with whom she has dealt. . . .
>
> Her performance in EUR [Bureau of European Affairs] has come as a fitting capstone to a distinguished career.[20]

Eileen R. Donovan was nominated as Ambassador to Barbados by President Richard M. Nixon in 1969. She was born in Massachusetts and received B.S. and Ed.M. degrees from Boston Teachers College. After being a researcher in a public welfare organization and a high school teacher, she joined the U.S. Army in 1943 and reached the rank of Captain. In this capacity she was an adviser to General Douglas MacArthur on Japanese women's education.

Donovan began her career with the Department in June 1948 as a political officer in Tokyo. Following this assignment, she was political officer in Manila, economic officer and acting principal officer in Milan, and Consul General in Barbados where she was

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in charge of a post which covered nine emerging British colonies. In 1956 she was assigned to the Graduate School of Public Administration at Harvard University where she earned another degree. In 1959 she was detailed to the Senior Seminar in Foreign Policy. From November 1965 until her appointment as Ambassador to Barbados in July 1969 Donovan was Assistant Director of the Office of Caribbean Affairs. In this position she became known as "Miss Caribbean" throughout the Department and other U.S. agencies.[21]

The decade of the 1970's thus far (April 1978) has seen the nomination of 15 women chiefs of mission—4 more than in the previous 40 years (1930–70).

Betty Crites Dillon was sworn in on December 17, 1971 as the U.S. Permanent Representative to the International Civil Aviation Organization (ICAO), with the rank of Minister. Dillon was the first woman appointed as a Permanent Representative to this 122-nation organization which provided coordination for its member countries on all aspects of civil aviation.

Dillon had been active in aviation for more than 25 years. Among other things, she was an experienced pilot and had served as an air transport examiner in the Bureau of International Affairs of the Civil Aeronautics Board and as a consultant to aviation airlines and lawyers. She had also been a staff member of the Peace Corps (later Action) from 1965 until her appointment to ICAO. In 1967 she had become the first woman country director in the Peace Corps when she was assigned to Ceylon. A native of Arizona, she was a graduate of George Washington University. In 1939 she was "Miss California."[22]

Jean Mary Wilkowski, one of the six career women appointed Ambassador in the 1970's thus far, was named by President Richard M. Nixon on June 13 and confirmed by the Senate on June 26, 1972 as Ambassador to Zambia. She thus became the first woman to serve as an American Ambassador to an African country. Wilkowski joined the Foreign Service in 1945 as a vice consul in Port-of-Spain where she had to deal with "big, tough, sweaty, and unshaven men with language to match." Her problems were crew members, many embittered by the war, some "drunk and disorderly," and others sick. Consul Carlos H. Hall, Jr. predicted that these "salty types will calm down when they have to deal with a woman," and they did.

Later Wilkowski was, among other things, vice consul at Bogota, economic-commercial officer in Paris, second secretary in Santiago where she reported on monetary and fiscal matters, deputy chief of a U.S. GATT team in Geneva to negotiate tariff agreements, and deputy chief of mission in Honduras, the first woman to hold this position in a Latin American country.[23] In

1976 she became Diplomat-in-Residence at Occidental College where, in traveling around California, she was effective in encouraging women to join the Foreign Service. She has been named in 1977 as Coordinator of U.S. Preparations for the U.N. Conference on Science and Technological Development.

Wilkowski's observations regarding women in diplomacy include the following:

> The woman officer must always realize that she is first and foremost a woman. She must bring that special feminine sensitivity, compassion and perceptivity into good use. I think a woman's intuitive understanding of the feelings and views of others can be extremely valuable in Foreign Service experience, especially in the developing nations. . . .
>
> They [problems] increase, the higher the woman's rank. There is bound to be a lot of hard work. Occasionally people may be resentful. The former can't be avoided. The latter must be over-looked if the job is to be done and harmony preserved. . . .
>
> They [would-be woman executives] should not insist on equal rights and work just because they are women. It should always be a case of the best qualified person for the assignment. Professionalism, not favoritism, should be what counts. Finally, I fear women tend to repel rather than attract by fighting too hard for what they may want, even if it is a more interesting and stimulating job.[24]

Two women, both career officers, have become the first American Ambassadors to newly established nations in the Southwest Pacific and Africa. In June 1974 Mary S. Olmsted became principal officer at the Consulate General in Port Moresby. When Papua New Guinea became independent, Olmsted was appointed Ambassador to that country in November 1975. Olmsted joined the Department of State in 1945 as a junior economic analyst at Montreal under the Foreign Service Auxiliary program. She subsequently served at Amsterdam, Reykjavik, Vienna, New Delhi, and the Department. Olmsted was a prime mover in reform for women in the Department of State early in the 1970's.

Melissa F. Wells was appointed on October 16, 1976 as the first U.S. Ambassador to Guinea-Bissau. She also served concurrently as envoy to the Republic of Cape Verde. Prior to this appointment, Wells, who joined the Foreign Service in 1958, had been commercial officer in the U.S. Embassy in Brasilia since July 1975.[25] She was also among those women who successfully amalgamated a career, marriage, and motherhood. On May 26, 1977 she was nominated as U.S. Representative to the U.N. Economic and Social Council with the rank of Ambassador.

Career officer Nancy Rawls became the second woman Ambassador to serve in Africa. She was nominated by President Richard M. Nixon on January 23, 1974 as Ambassador to Togo. Her prior service included assignments at Vienna, Frankfurt,

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65. Ambassador Jean Wilkowski, Diplomat-in-Residence at Occidental College, calls attention of student Lorrie Foster to a picture of Ambassador Frances Willis, America's first career woman ambassador, 1977. (Source: Department of State)

66. Ambassador Mary S. Olmsted with Papua New Guinea's Foreign Minister Ebia Olewale and two Members of Congress. On the right is Representative Lester L. Wolff, Chairman, Subcommittee on Asian and Pacific Affairs, and to his left is Representative Charles B. Rangel. (Source: Department of State)

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Hamburg, Montreal, Monrovia, and Nairobi. In 1970 she was detailed to the National War College.[26]

Ruth L. Farkas was named as U.S. Ambassador to Luxembourg on February 28, 1973. She was born in New York City and received a B.A. degree from New York University and an M.A. degree from Columbia University. Prior to her appointment as Ambassador she was personnel consultant and community relations director for Alexanders, Inc. of New York City; a member of the President's Commission for the Handicapped, 1964–1970; and a delegate to the Pan-Pacific Southeast Asian Women's Associations Conference in 1960–61.[27]

Shirley Temple Black presented her credentials as U.S. Ambassador to Ghana on December 6, 1974. She was a candidate for the House of Representatives in 1968 and a U.S. Representative to the 24th Session of the U.N. General Assembly in 1969. Black also served as a member of the U.S. Citizens' Space Task Force and delegate to the U.S.S.R.-U.S.A. Joint Commission for a Cooperative Treaty on the Environment at Moscow, 1972–73. In 1976 she became the first woman to be named Chief of Protocol in the Department.[28]

The year 1976 was historic with the appointment of five women to ambassadorial posts. In addition to Melissa F. Wells, career officer Patricia M. Byrne was named to Mali by President Ford in December. Byrne, a native of Ohio, received a B.A. degree from Vassar College and an M.A. degree from the School of International Studies of Johns Hopkins University. Her overseas assignments were Athens, Ankara, Vientiane, Paris, and Colombo where she was Deputy Chief of Mission from 1973–1975. She was detailed to the National War College and the Senior Seminar on Foreign Policy, and in 1967 she was special assistant to the Deputy Under Secretary for Administration.[29]

Anne L. Armstrong was the first woman nominated for an ambassadorship in 1976. In January of that year she was named to the United Kingdom, thus becoming the first woman accredited to the Court of St. James. Armstrong, who was a native of Louisiana and a graduate of Vassar College, was the first woman to serve as co-chairman of the Republican National Committee. In 1973 President Nixon named her as Counselor to the President with Cabinet rank, the first woman to hold that position. Under her direction the first Office of the Women's Program in the White House was established. She was a member of the U.S. delegations to the World Food Conference in Rome in 1974 and the Conference for International Women's Year in Mexico City in 1975.[30]

In March 1976 President Ford nominated Marquita M. Maytag as Ambassador to Nepal. She was born in Idaho and educated

67. Ambassador Nancy Rawls greets Madame Marie Sivomey, former mayor of Lome at July 4, 1974 reception. Deputy Chief of Mission James C. Curran is on the right. (Source: USIS)

68. Ambassador Shirley Temple Black was installed as the honorary Abontsendomhene (Chief) of the Oguaa Traditional Area in a ceremony at Cape Coast, Ghana in Sept. 1975. (Source: Department of State)

69. Ambassador Patricia M. Byrne walks across the AID-financed Mono River Bridge in Mali which she inaugurated Mar. 29, 1977. (Source: Department of State)

70. Anne L. Armstrong, Ambassador to the United Kingdom, receives instructions from Sp4 Gregory A. Martin on driving a tank, Grafenwoehr Training Area, Germany, 1976, during an inspection of NATO forces. (Source: U.S. Army)

71. Four Women Ambassadors, 1973–76. Clockwise from top left: Ruth L. Farkas, Marquita M. Maytag, Melissa F. Wells, and Rosemary L. Ginn. (Source: Department of State)

72. Ambassador Rozanne L. Ridgway on her way to present her credentials to Finnish President Urho Kekkonen at the Presidential Palace on Aug. 5, 1977. (Source: Department of State)

73. Two 1977 Ambassadorial Appointees. On the left is Mabel M. Smythe and on the right is Ann Cox Chambers. (Source: Department of State)

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at the University of California at Los Angeles. Prior to her appointment, she was director of the Grand Central Industrial Centre at Glendale, California and of the Regency Galleries in Los Angeles. Maytag was also a member of the Board of the American Conservative Union from 1969 to 1972 and director of Architectural Engineering Products, Inc. in San Diego from 1969 to 1973.[31]

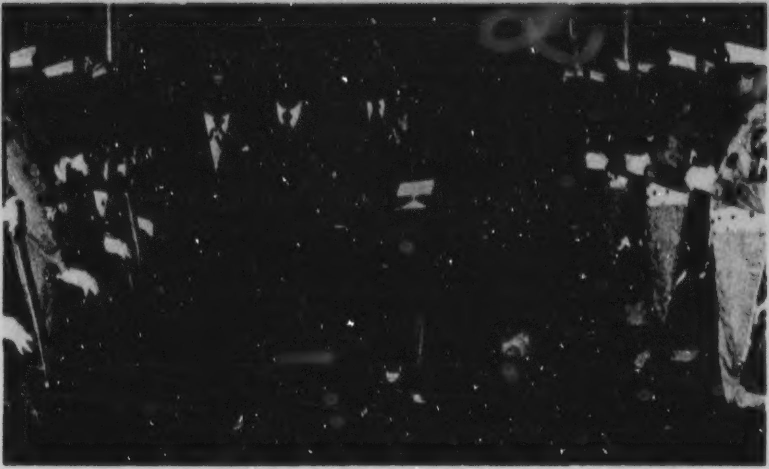
Two months later, in May 1976, Rosemary L. Ginn was named to Luxembourg replacing Ruth L. Farkas. Ginn was president of Lucas Brothers Publishing Co. in Columbia, Missouri from 1971 until her appointment and Republican National Committeewoman from Missouri since 1960. She has been active in UNESCO for a number of years—member at large in 1971; vice chairman of the National Committee of UNESCO, 1973; U.S. Representative to the 18th Session of the General Conference of UNESCO in Paris in 1974; and representative in 1975 to a UNESCO meeting on the "Exchange of Information and Experience between Women in Member States and the Encouragement of Women's Efforts for Peace."[32]

Rozanne L. Ridgway, career officer and Deputy Assistant Secretary for Oceans and Fisheries in the Bureau of Oceans and International Environmental and Scientific Affairs, received an appointment as Ambassador on February 18, 1976 in connection with her representation of the United States at international conferences and meetings on fish and wildlife matters. In this capacity she has had the principal responsibility for negotiations relating to international fisheries. She also continued as a member of the Law of the Sea Task Force and the U.S. delegation to the Law of the Sea Conference where she has been responsible for fisheries and marine science matters.

Previously she held the positions of officer in charge of the Ecuadorian Desk and Deputy Director of the Policy Planning Staff of the Bureau of Inter-American Affairs. She was a member of the delegation charged with negotiating tuna agreements with Chile, Ecuador, and Peru, and the interim shrimp agreement with Brazil.[33]

In May 1977, President Jimmy Carter nominated Ridgway as Ambassador to Finland. Thus she became the first woman Ambassador to a country long known for its progressive treatment of women as in its contribution of Helvi Sipila as Finnish delegate to the U.N. General Assembly from 1966–1971 and as Assistant Secretary General, Center for Social Development and Humanitarian Affairs, United Nations, since 1972.[34]

In 1977 President Jimmy Carter also nominated Ann Cox Chambers of Georgia as Ambassador to Belgium and Mabel M. Smythe of Alabama as Ambassador to the United Republic of the Cameroon. Chambers was born in Ohio and is the daughter of a



74. Ambassador Mari-Luci Jaramillo advances past the honor guard to present her credentials in Honduras. (Source: Department of State)

former Governor of Ohio, James M. Cox. She has been chairman of Atlanta Newspapers and director of the Cox Broadcasting Corporation and other enterprises.[35]

Smythe, wife of the late Hugh M. Smythe, Ambassador to Syria from 1965–67 and Malta from 1967–69, was born in Alabama. She earned her undergraduate degree from Mt. Holyoke College and graduate degrees from Northwestern University and the University of Wisconsin. She held various professorial posts at Lincoln University, Tennessee Agricultural and Industrial State University, Brooklyn College, and Shiga University (Japan). Smythe had been vice president of the Phelps-Stokes Fund since 1972.[36]

Mari-Luci Jaramillo of Albuquerque, New Mexico was sworn in on September 26, 1977 as Ambassador to Honduras. She was born in New Mexico and received B.A. and M.A. degrees from New Mexico Highlands University and a Ph.D. degree from the University of New Mexico. Jaramillo has been engaged in educational programs in the state of New Mexico for a number of years. These have included being a language arts consultant in the Las Vegas school system, assistant director of the Latin American Education Program at the University of New Mexico, chairman of the Department of Elementary Education, and since 1977 Professor of Education at the University of New Mexico. She has been a member of the National Association for Bilingual Education and the Latin Americanista Association. In 1977 she received the New Mexico Distinguished Public Service Award. Jaramillo is the first U.S. woman Ambassador to one of the American Republics.[37]

Thus, if an ambassadorship can be considered the epitome of accomplishment in the Foreign Service, by mid-1978 women seem to have established a strong base for the future. Fifty-eight percent of such appointments for women have been made in the decade beginning in 1970.[38]

Notes

1. Thomas Jefferson to Secretary of the Treasury Gallatin, Jan. 13, 1807, in *Writings of Thomas Jefferson*, edited by Paul Leicester Ford (New York, 1892–99), 9:7.
2. The appointment of Melissa F. Wells was to two countries—Guinea-Bissau and the Cape Verde Islands.
3. *New York Times*, April 13, 1933; *Biographical Directory of the American Congress, 1774–1949* (Washington, Government Printing Office, 1950), p. 1642.
4. Copenhagen, tel. 6, May 24, 1933; tel. 7, May 29, 1933; desp. No. 1, May 31, 1933. File 123 Owen, Ruth Bryan/21, 22, 27. Central files, 1930–39, RG 59.
5. Translation of *Berlingske Tidende*, Evening, May 23, 1933, encl. to Desp. 278, May 25, 1933, file 123 Owen, Ruth Bryan/26, Central files, 1930–39, RG 59.
6. Translation of *Extrabladet*, May 23, 1933, encl. to Desp. 278, May 27, 1933, file 123 Owen, Ruth Bryan/26, Central files, 1930–39, RG 59.
7. Copenhagen, Desp. 175, July 18, 1934, file 123 Owen, Ruth Bryan/90, Central files, 1930–39, RG 59.
8. E. Wilder Spaulding, *Ambassadors Ordinary and Extraordinary* (Washington, D.C., 1961), pp. 184–188.
9. *Ibid.*, pp. 188–190.
10. *Bulletin*, Nov. 21, 1949.
11. Spaulding, *Ambassadors Ordinary*, pp. 191–5.
12. *Ibid.*, pp. 195–200.
13. *Ibid.*, pp. 200–2.
14. *Newsletter*, Dec. 1973, p. 16.
15. Spaulding, *Ambassadors Ordinary*, pp. 202–4.
16. Val Paraiso, "Where There's a WILLIS There's a Way," *FSJ*, Feb. 1969, p. 26.
17. *Biographic Register*, 1966, p. 578.
18. *Ibid.*, p. 227.
19. *Newsletter*, Mar. 1973, p. 35.
20. *Ibid.*, Apr. 1971, p. 55.
21. *FSJ*, Feb. 1969, p. 23.
22. *Ibid.*, Jan. 1972, p. 22.
23. *Ibid.*, Aug. 1970, p. 12; Oct. 1967, pp. 24–25.
24. *Ibid.*, Oct. 1967, pp. 24–25.
25. *Ibid.*, Oct. 1976, p. 16.
26. *Biographic Register*, 1969, p. 339.
27. *Ibid.*, 1974, p. 102.

28. Department of State, *Press Release* No. 370, Sept. 20, 1974.
29. *Ibid.*, No. 502, Oct. 8, 1976.
30. *Ibid.*, No. 78, Feb. 19, 1976.
31. *Ibid.*, No. 118, Mar. 8, 1976.
32. *Ibid.*, No. 277, May 27, 1976.
33. *Newsletter*, Apr. 1976, p. 16.
34. *Who's Who in the United Nations and Related Agencies* (New York, 1975), p. 530.
35. Department of State, *Press Release*, No. [illegible], May 24, 1977.
36. *Ibid.*, No. 235, May 27, 1977.
37. *Ibid.*, No. 434, Sept. 26, 1977.
38. See Appendix P for details on the date of appointment, birthplace, length of service, and other information on each of the 26 women ambassadors.

Chapter XI

Sketches of Some Women and Their Activities in American Foreign Affairs

Women have held, and continue to hold, a wide variety of positions in the Department. In the following sketches no attempt is made to be all-inclusive. Rather, the idea is to convey an impression of the functions and accomplishments since World War II of some women at different grade levels, both in the Department and the Foreign Service. In this way illustrating the degree to which the role of women in the Department has been diversified during the past century may be possible. They have moved from being part-time copyists to holding administrative, managerial, and professional positions where their contributions to American foreign affairs have been extensive, as well as noteworthy.

Director of Nurses

Myrtis Coltharp entered the Foreign Service in 1946 at Belgrade, Yugoslavia. She had arrived there in 1945 as a Red Cross nurse, sent at the request of the American Embassy. Her first winter in Belgrade was bitterly cold, fuel was nonexistent, and medical supplies were limited. Hunger was a common thing. Coltharp's diet consisted of herb tea and black bread, supplemented at times by occasional pieces of boiled bacon fat. Her food ration for a week was one-half of a sheep's head!

Most of the hospitals in Belgrade had been bombed during the war. Local doctors were under constant surveillance because they were seeing too many American patients. As a result, the U.S. Embassy evacuated the more serious cases to the U.S. Army hospital in Vienna.

After 5 years in Yugoslavia the Department asked Coltharp to set up a health unit in the U.S. Embassy in Rome. On successive assignments she established similar units in Addis

Ababa, Mexico City, and Conakry. After 17 years—all overseas—in 1963 she became director of nurses for the Department of State and the Foreign Service. At that time there were 37 Foreign Service nurses, 31 of whom were overseas, mostly in countries in Africa or on the southern rim of Asia. The other nurses were on home leave or awaiting assignment.[1]

Cultural Officer in China

Wilma Fairbank, who had lived and traveled in China during the 1930's, was an early participant in the Department's cultural affairs program. In November 1941 she was selected by the American Council of Learned Societies to conduct a survey of private organizations and programs in the field of cultural relations between the United States and China. Two months later she became a Divisional Assistant in the Division of Cultural Relations in the Department. After 3 1/2 years in the Department, in May 1945 she was assigned cultural relations officer at the U.S. Embassy in Chungking. Fairbank continued as a participant in the program, as it moved with the Embassy to Nanking the next year, until 1947.[2]

Cultural Contacts With Africa

In April 1945 the Department of State hired Agnes C. L. Donohugh as a consultant for the U.S. program of cultural cooperation with Africa. In performing this function she was to attend organizational meetings in New York, provide assistance to African recipients of grants when they arrived in New York, and carry out appropriate research in the libraries of New York. Her first appointment was from April to June 30, 1945, but this was later extended to December 31, 1945.[3]

A year later, December 16, 1946, Ruth Sloan was appointed acting chief of the African Branch in the Public Affairs Overseas Program of the Department of State. She had attended the University of Akron and Western Reserve University, receiving a Ph.D. from the latter school. During World War II she had been employed by the Office of Civil Defense and the National Housing Agency. From 1945–46 she was with the Foreign Economic Administration. Sloan directed the Department's cultural affairs activities, as they pertained to Africa, for a number of years.[4]

75. M. June Dohse, consular officer in Accra, Ghana at a "durbar" (official reception), 1974. (Source: Department of State)

Information Exchange Program Pioneer

One of the first women to carry forward a cultural program in Africa was Cora Hochstein. The Department appointed her as a Foreign Service Reserve officer on June 26, 1948 and assigned her as a public affairs officer in Nairobi. As such she was responsible for developing a cultural and information program for East Africa. In trips from Nairobi to Mombasa, Dar es Salaam, and Zanzibar she explored the possibilities for extending the U.S. information and exchange program into these areas.

Hochstein recommended, for example, a small library of 100 books for Mombasa. No room was available in the American Consulate for even this modest a library. Therefore, it was to be placed in the Muslim Institute which was to be opened shortly. Hochstein suggested that Walt Disney health cartoons and a motion picture projector be made available to the Consulate at

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Mombasa not only to service the Kenya Protectorate but Mauritius and the Seychelles as well. Her other activities dealt with providing newsletters and other press information, textbooks, filmstrips, and displays of photos, and informing the local officials in various cities of the exchange of persons program. For Dar es Salaam she recommended two kerosene projectors for "up-country" use.

Hochstein's observations and recommendations were not limited to establishing the U.S. information program in an area where none had been before. She also recognized the growing importance of this part of the world. In one of her reports to the Department, she wrote:

> In view of the fact that East Africa, as well as Africa as a whole, is in the midst of rapid and spectacular development, there is an urgent need for additional information about the United States, its policies, and its place in world affairs. Under present world conditions, Africa is the continent most likely to be overlooked. It is also one of the most likely places to fall prey to false propaganda and promises.[5]

During her travels Cora Hochstein became acquainted with Nicholas Feld, American Consul at Dar es Salaam. In 1950 they were married, and the career of Hochstein in the Foreign Service ended since husband and wife teams were not permitted at that time.

Economist on Three Continents

Edelen M. Fogarty received an LL.B. degree in international law and was a member of the D.C. Bar. However, she spent most of her career dealing with international economic subjects. During World War II she worked on economic warfare after which she was assigned to Rome to work on the Marshall Plan program.

Fogarty's overseas assignments then included economic analyst at Copenhagen, commercial officer in Taipei, economic officer and deputy principal officer at Singapore, and economic counselor in Stockholm. Her Washington assignments were with the Bureau of Near Eastern Affairs and the Bureau of Economic Affairs. She also attended the Senior Seminar on Foreign Policy. Fogarty said this of her career:

> I had no idea when entering the State Department that the succeeding years would find me in Europe and the Far East dealing with problems ranging from military bases and economic reconstruction to the international textile agreement, development economics and operation of a Trade Center. It hasn't always been pleasant and certainly it hasn't always been easy, but it has never been a bore.[6]

76. Clydia Mae Richardson, Presidential Commissions officer, demonstrates the Great Seal of the United States to a group of 4-H members, 1970. (Source: Department of State)

Adviser on Health and Preventive Medicine

In 1964 Dr. Dorothy Boulding Ferebee, Medical Director at Howard University, received an appointment as a consultant to the Medical Division of the Department of State to advise employees and family members on health. Dr. Ferebee was a graduate of Simmons College and Tufts Medical School and had completed her medical internship at Freedman's Hospital in Washington. She was former president of the National Council of Negro Women, a member of the State Department Advisory Committee on African Affairs, the U.S. Food for Peace Council, and the Freedom from Hunger Committee, among others.

Her first responsibility was the development of health training aids on new methods of disease prevention. Secondly, she was to lecture on health measures and preventive medicine at various posts in South America and Africa during the year following her appointment.[7]

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Mrs MARY BUTLER

77. Mary Butler, seventh floor receptionist. (Source: Department of State)

Greeted Commoners and Royalty

The Secretary of State's receptionist for 20 years was Mary Butler. In this capacity, during 1945 to 1965, she greeted kings and queens, ambassadors, prime ministers, U.S. Government officials, and the general public who came to visit the Secretaries of State from James F. Byrnes to Dean Rusk. In noting her capabilities, the Department's citation stated that:

> She has been a decided asset to the staff of the top offices of the Department, relieving them of many details. Her effectiveness in dealing with high ranking visitors, her judgment and initiative in the performance of her important duties as Receptionist, Secretary's Reception Area, has reflected high credit upon the Office of the Secretary and the Department of State.[8]

Tin Industry Expert

In 1965 Marion W. Worthing was Alternate Chairman of the U.S. delegation at the International Conference at the United Nations in New York. The work of the conference was to revise the 1960 International Tin Agreement, which had been designed to maintain an adequate supply of tin for consuming nations and a fair price level for the producing and exporting countries.

Worthing, an economist with a Master's degree from the University of Pittsburgh, was first employed as a researcher on a study of the iron and steel industry—published in 1937. During World War II she became acquainted with the tin industry while working for the War Production Board. The *New York Times* reported that her understanding of the tin industry "has stood her in good stead ever since, keeping her up with the changes from the time the first International Tin Agreement was formed in 1956—in a period of tin surpluses—to the present."[9]

Diplomatic Mission Liaison for Treaties

As Treaty Depositary officer, Virginia Duke presided over the Department of State's treaty signing room from 1956–77. In this capacity she arranged and supervised the signing of multilateral treaties, agreements, conventions, and other international documents entrusted to the United States. Since some treaties must be signed within a given period of time, Duke maintained contact with dozens of diplomatic missions in Washington, advising them and answering questions on matters of protocol and procedures to make certain the required signatures and ratifications were obtained within the deadline.[10]

78. Virginia Duke, Treaty Depositary officer, with Canadian officials at ratification of Ocean Dumping Convention, 1975. (Source: Department of State)

From Messenger to Political Officer

Bertha (Betty) Carp—called "The Living Legend" by Secretary Dean Rusk—retired on January 9, 1964 after nearly 50 years in the U.S. Consulate at Istanbul and the Embassy at Ankara. Born in Constantinople (Istanbul) in 1895, Carp began her government career as a local employee after attending schools in Constantinople, London, and Vienna. She started as a messenger, then progressed to interpreter, assistant attaché, attaché, consul, and finally political officer at Ankara. From 1942-47 she worked in the New York office of the Office of Strategic Services. Carp became a U.S. citizen in 1947.

Officers of the Department's Bureau of Near Eastern and South Asian Affairs pointed out that:

> Examples of Betty Carp's contributions to the conduct and improvement of U.S. foreign relations, her sense of public service, resourcefulness, and charity are legion. There are countless senior Government officials who have served in Turkey who vouch for her exceptional ability, and who feel that their own careers bear the impress of her kind tutelage.

In February 1958 Secretary Dulles summed up her career to that time:

> Miss Carp is to be commended for her sociological reports, especially on religious, minority, educational, and legal matters. Miss Carp's reports have been outstanding in both quality and quantity and demonstrate a profound knowledge of Turkish affairs. Her wide acquaintance with Turkish officials and scholars, developed over a long period of years, and her excellent knowledge of the languages of the area have enabled her to contribute valuable reports on sociological developments in Turkey. Because there is little published information available in these fields, Miss Carp's reports are of special value.[11]

Legal Advisers on Political Matters

Two black women lawyers joined the staff of the Department's Office of the Legal Adviser in late 1963 and early 1964. On October 30, 1963, Mrs. Goler Teal Butcher was named as an attorney-adviser and assigned to the office of the Assistant Legal Adviser for Near Eastern and South Asian Affairs. She received a B.A. degree from the University of Pennsylvania in 1946 and an LL.B. from Howard University, where she was editor-in-chief of the *Howard Law Review* and first in her class. Later she was awarded a fellowship to the University of Pennsylvania law school where she earned an LL.M. in international law.

Mrs. Butcher's career, prior to being in the Department, included being law clerk to Federal Judge William H. Hastie of the Third U.S. Circuit Court of Appeals in Philadelphia, attorney for the District of Columbia Legal Aid Society, and legislative attorney for the Library of Congress.[12]

A few weeks later Jean Camper Cohn, an associate counsel for the New Haven Redevelopment Agency and a member of the Yale Law School faculty, was also appointed by the Department as an attorney-adviser. She was assigned to the office of the Assistant Legal Adviser for African Affairs. Cohn attended Swarthmore College, Yale Law School, and Newnham College of Cambridge University.[13]

Well-Traveled Assistant to Secretaries of State

From the appointment of Miss Will Harris as personal secretary to Secretary of State Hull in 1933 until the resignation of Phyllis Bernau in 1963, certainly no personal assistant to the Secretary of State had traveled as far as Bernau. During the 5 1/2 years that she worked with Secretary Dulles and the first 6 months with Secretary Rusk, she totaled more than 500,000 air miles. In only a 6-month period—from January to July 1961—she was on four major trips with Rusk—a SEATO conference in Bangkok, a NATO meeting in Oslo, the international conference on Laos in Geneva, and President Kennedy's trip to Europe.

Bernau's early ambition was to teach languages, but when her interest in this lessened, her father suggested a business career. After graduating from Simmons College, she worked for a law firm in New York City and then for a public relations firm. In December 1953 she was asked if she would consider being personal secretary to Secretary of State John Foster Dulles. She accepted, feeling "terribly, terribly lucky, but at the same time petrified that I wouldn't be able to last."

When asked for suggestions for those who would like a career similar to hers, Bernau advised:

> Getting as broad an educational background as possible in addition to mastering the basic secretarial skills and principles. And one must cultivate the ability to adapt to different organizations.
>
> Also, one should not be afraid to start in a stenographic pool. My year there was like a fifth year in school, and I learned a great deal. This eased the transition from school to the business world.

Regarding her future, Bernau said in July 1961, "My first ambition is to do a good job for Mr. Rusk. I don't really look beyond that."[14] She ceased to be a secretary 2 1/2 years later when

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79. Joyce A. Smith, consular officer, examining passport of Mexican children in Mexico City. (Source: Department of State)

she married William B. Macomber, former U.S. Ambassador to Jordan, on December 28, 1963.[18] Several women employees felt that this helped Macomber, when he was later Deputy Under Secretary for Management, to have a better understanding of the efforts of women to improve their status and role in the Department and the Foreign Service in the 1970's.

Global Administrative Specialist

Virginia Westfall became director of the Office of International Administration in the Bureau of International Organization Affairs in 1961. She had entered the office in 1950 as a foreign affairs specialist. During 11 years in the office she had received a Meritorious Service Award in 1958 for developing the annual report on U.S. Government contributions to international organizations; briefed witnesses who testified before the Congress on appropriations for the U.S. share in the budget of these organiza-

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tions; and served as adviser to the U.S. delegations to three U.N. bodies—the Economic and Social Council, the Technical Assistance Committee of ECOSOC, and the General Assembly. In 1943, prior to coming to the Department, Westfall had been one of the first women budget examiners in the Bureau of the Budget. From 1945 to 1947 she was the only woman director of UNRRA in the American zone of Germany.[16]

Condensed Foreign Policy From Capitol Hill

For many years Edith Waskewich of the Office of Congressional Relations prepared a daily summary of the *Congressional Record* for the Department of State. This meant reading a document that averaged 150 pages in length and distilling the contents that pertained to foreign policy into a document that was 2,000–3,000 words in length. Waskewich described her task in this manner:

> The document [Congressional Record] is prepared by a group of 535 authors, each of whom has the authority and some of whom the inclination to cause you

80. John R. Carroll, left, Patricia A. Poyma, and Robert E. Kaise[illegible]eparing exhibit for Women's Week, 1977. (Source: Department of State)

> considerable trouble. You are to read this document, discover every reference in it bearing on foreign policy, and then accurately summarize it.
>
> You are further supposed to find at least one moderately humorous item per day, without giving offense to any of the committee of authors. And have your summary typed and ready for distribution before you go to lunch!

In the afternoon she kept track of all pending legislation with direct or indirect international implications.[17]

Diplomatic Correspondent

Blanche Rule Halla, who joined the Department of State in 1917 as a temporary clerk, served for more than 48 years under 15 Secretaries of State. She succeeded Margaret Hanna as chief of correspondence review and was the originator of the Department's basic correspondence style manual. Upon retirement she received the Department's Superior Honor Award for "making significant contributions in the field of diplomatic correspondence."[18]

Foreign Policy on Campus

The Diplomat-in-Residence program, which started in 1964, provides for Foreign Service officers to be assigned during the academic year to some college or university. The officer is available to teach seminars, lecture at the university or before schools and other groups in the community, and in general explain American foreign policy and how it is developed to students and the public. For the first 11 years only men received this appointment. Helene Batjer became the first woman Diplomat-in-Residence at Reed College during the 1975–76 academic year. The next year Jean Wilkowski became the second when she was assigned to Occidental College.

Upon completion of her assignment as Diplomat-in-Residence in 1976, Helene Batjer was assigned principal officer at the Consulate General in Istanbul. Following her death from cancer on May 8, 1977, James G. Lowenstein, Acting Assistant Secretary of State for European Affairs, in tribute to her, said:

> Helene Batjer was an uncommon person. When she joined the State Department in 1945, she had two disadvantages. In those days it was a strong disadvantage to be a woman in the Foreign Service. Helene had to succeed in a bureaucracy in which there was a great deal of ingrained prejudice. Moreover, she chose as her area of concentration the Balkans—a region where societies and governments have been extremely conservative, patriarchal and male-oriented.

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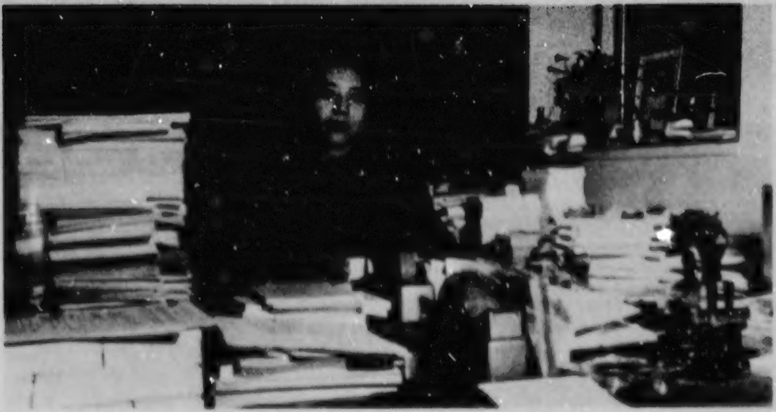
> Neither of these liabilities seemed to bother Helene. She was not one to shrink from a challenge. And she liked to explode myths and shibboleths. So it came as no surprise to her friends that she became one of the foremost experts in the Foreign Service on the Balkans. . . .
>
> Helene certainly created *her* own world. It was a world that all who knew her felt privileged to inhabit. She gave to the Foreign Service what one thinks of as the best qualities of the American west, where she was born and schooled—independence, directness, energy, and a spirit of adventure. She was an articulate—and sometimes a fierce—defender of American interests. . . .
>
> Helene was often at the center of things. She was the desk officer for Czechoslovakia in the summer of 1968 when the Soviets invaded. She brought to the confusion and frenzy of those days tirelessness, calm, assurance, and—more than that—a clear insight into the Soviet motivation and mentality and a deep compassion for the Czechoslovak nation and people.
>
> Last summer, when she had been in Istanbul only a month, Libyan terrorists attacked the Istanbul airport and killed four passengers boarding an El Al flight, one of them an American. Helene sent complete and accurate reports during a chaotic situation. She saw that the injured were cared for, and she personally visited those hospitalized and tirelessly consoled and counselled those stranded. . . . Typically, she didn't see anything exceptional in what she had done. Instead she took great pains to praise the other members of her staff. . . .[19]

Unmatched Source of Information

Virginia Butler, as chief of the Distribution Branch, Publishing and Reproduction Division, has the responsibility of receiving and distributing to appropriate departmental offices the thousands of bills, committee reports, and hearings generated by each session of the Congress. In addition she is a one-person retrieval system, without benefit of computers, when officers need some obscure information about legislative matters. A photographic memory has served her well on frequent occasions. Butler, a black, began as a messenger in the Department of State at the age of 16 and was selected to fill a vacancy in the distribution section in 1945. She became chief of distribution in 1971.[20]

Fostered U.S. Labor Policies Abroad

Margaret L. Plunkett became the first woman labor attaché in the U.S. Government on October 17, 1962. She had served previously in the Department of Labor since 1943. She had acted in several capacities, including labor economist, chief of the Labor Legislation Division of the Women's Bureau, on the Wage Stabilization Board, and in the Manpower Division of the Bureau of Labor Statistics.



81. Virginia Butler, chief, Distribution Section, Publishing and Reproduction Division, surrounded by congressional documents to be distributed to appropriate offices of the Department. (Source: Department of State)

In Plunkett's assignment as labor attaché at The Hague, she helped promote and explain U.S. labor policies, assisted U.S. citizens who were interested in labor subjects, and developed contacts with labor leaders.[21]

People-to-People Work Through Consular Affairs

In 1922 Lillie Maie Hubbard, a black woman from Hattiesburg, Mississippi, went with her parents to Liberia where her father was a Baptist missionary. Shortly after her arrival there, she was asked to work at the U.S. Legation in Monrovia for 1 month—perhaps replacing Nellie May Bundy who served there as a clerk until mid-1921. A temporary assignment became a Foreign Service career of 38 years, 11 months.

In 1961 Hubbard retired from her last assignment as Vice Consul and citizenship officer in the U.S. Embassy in Rio de Janeiro. During the intervening years she had served in Liberia, the Azores, Portugal, and Cuba. Her advice to women interested in the Foreign Service was to get a liberal education first, if possible, to qualify for a professional position. For those who wanted to make a career of the Consular Service, she advised a small post first where a variety of activities could be experienced.[22]

Special Assistant for Women's Affairs

Gladys P. Rogers became the first woman Foreign Service Inspector in August 1967 and served in this position for 4 years. Rogers entered the Federal Government in 1942 with the Office of Emergency Management and later served with UNRRA in Europe, the International Refugee Organization in Geneva, and the Foreign Operations Administration. After 7 years as a self-employed management analyst, she joined the Department as a senior management analyst. Prior to becoming an inspector, Rogers was director of the Organization Studies and Procedures Program. Following her tour of duty in the Inspection Corps, she was named the first Special Assistant to the Deputy Under Secretary for Management for Women's Affairs.[23]

In speaking of women in the Foreign Service, Rogers said:

> I am not going to argue that women are better than men, or faster than men, or more healthy than men, or more dedicated or anything else of the sort. What is incontestable is that women—like Negroes and the so-called hyphenated groups and other professionally submerged minorities—are here to be heard and to be felt. . . . So able and thoughtful a group as members of the Foreign Service should be among the first to recognize and accept this fact, and move with considerably more than all deliberate speed to adapt their systems and policies accordingly.[24]

Secretary Becomes Inspector

A secretary was assigned to an inspection team, not as a secretary but as an inspector, for the first time in September 1975 when Mary Frances Wilson left the Department on a 6-week inspection tour in Brazil. She talked to secretaries at Recife, Porto Alegre, Rio de Janeiro, Sao Paulo, and Brasilia to learn about the problems of the secretarial profession. Before leaving for the inspection, Wilson talked to desk officers, personnel specialists, and others to prepare herself on matters relating to promotions, assignments, allowances, etc. Her assignment implemented a recommendation of the Secretarial Task Force that senior qualified secretaries be assigned to the Inspection Corps.

Wilson majored in English at the University of Alabama, taught school, and worked for a Congressman before joining the Foreign Service. She had served in Bangkok, Madrid, Saigon, Taipei, and Singapore as a secretary before being sent out on the Brazilian inspection.[25]

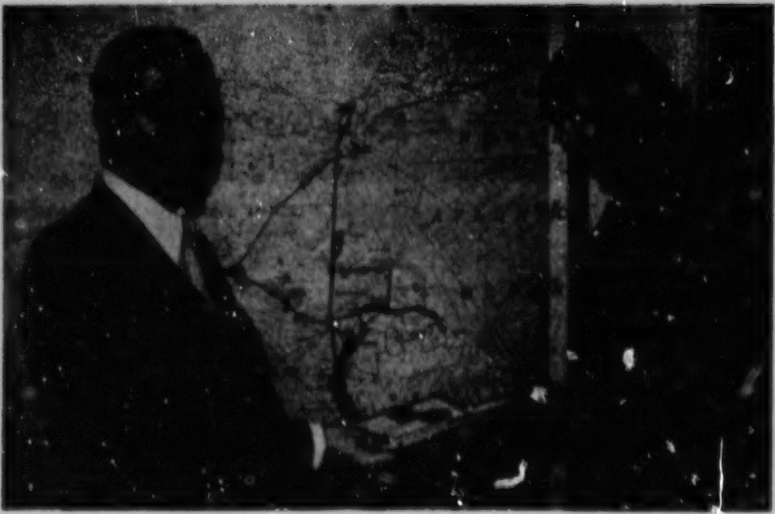
82. Patricia Anne Morton, first woman security officer, mountain climbing in East Malaysia (formerly Borneo). (Source: Department of State)

Break-Through for Women in Security

The Department's first woman security officer was Patricia Anne Morton who reported for duty on May 22, 1972. Prior to this appointment Morton completed tours of duty in Kathmandu, Yaounde, Singapore, and Kinshasa. In Kinshasa she served as deputy post security officer and received a meritorious step increase for her outstanding work. Her initial assignment as an investigator was with the Washington Field Office of the Office of Security.[26]

First Professional Woman Courier

Susan Shirley Carter became the first woman to be appointed as a diplomatic courier in 1973, 10 years after she joined the Foreign Service. She was assigned to the Washington Regional Diplomatic Courier Office, which is responsible for providing



83. Susan Shirley Carter, first woman courier, at time of appointment. With her is Joseph Sagona, supervisor of courier and pouch operations. (Source: Department of State)

courier service to the Western Hemisphere and the west coast of Africa. Carter had previously been handling communications and records duties at Paris, Dacca, Mexico City, and The Hague.[27]

Native American Represents U.S. at International Conference

Betty Gipson, a fullblooded Chickasaw Indian, was the first Native American woman to represent the United States at an international overseas conference. In 1969 she went as a secretary to a U.S. delegation to the International Conference of Food and Agriculture Organizations in Rome. The Advisory Council of the Great Chickasaw Nation paid tribute to her at that time in a resolution which stated that the Council looked "proudly upon this young tribal member as a tremendous credit to her Tribe and a marvelous inspiration to Indian people everywhere." Her assignment "reflected honor on the Chickasaw Nation and its people."

Betty Gipson (now Mrs. Gene Thomas) is a native of Connerville, Oklahoma and a graduate of Haskell Institute. She joined the Department in 1968 and is currently a program assistant in the Office of Equal Employment Opportunity.[28]

Micronesian Expert

Mary Vance Trent, a native of Wisconsin, is a graduate of Butler University where she received a B.A. in history and political science in 1937. She did graduate work at the University of Virginia and taught school in Indianapolis and St. Louis before joining the State Department in 1944. She was a member of the staff of the American delegations to the First General Assembly of the United Nations in London and to the Preparatory Commissions of UNESCO in London and Paris in 1946.

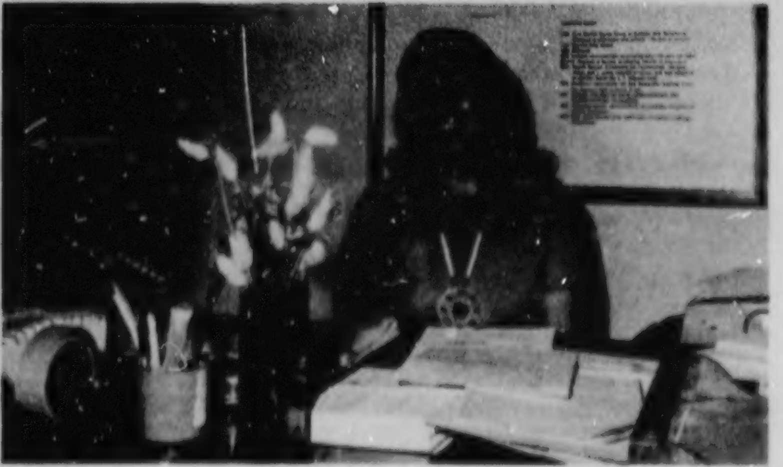
Trent took the Foreign Service examination in 1945 and was appointed as an officer in November 1946. Following her appointment she served in Oslo, Prague, Paris, the Department, and Jakarta where she was First Secretary and Political Officer.

In 1962 she established a 2-week course, "General Orientation for Wives and Dependents," at the Foreign Service Institute. The course was designed "to show that the American wife in her role abroad does not have to try to make herself over into a different person when she goes to an overseas post, but rather that she needs mainly to recognize and learn to use the talents she has. . . ." Trent received the Superior Honor Award in May 1964 for organizing and directing the course from 1962 to 1964.

Assignments to Wellington and Saipan followed. At Saipan she was political adviser and liaison officer for the political status and negotiations in the Trust Territory of the Pacific Islands, for which she received the Meritorious Honor Award in July 1974. After mandatory retirement in August 1974 she was rehired as a Foreign Service Reserve officer in October 1974 to direct the Office for Micronesian Status Negotiations where she worked closely for 3 years with the Department of the Interior in developing a plan of self-government for these islands.[29]

Political Officer on the Front Line

Alison Palmer was chief of the Reports Branch for Civil Operations and Revolutionary Development Support (CORDS) in the II Corps Tactical Zone of Vietnam from 1968–70. Her assignment was to analyze and compile reports describing pacification efforts throughout a large area of rural villages. To gather material she made frequent trips through Vietnam's central highlands by helicopter. In addition, she served as assistant political adviser for CORDS, II Corps.[30]



84. Betty Thomas, fullblooded Chickasaw Indian, currently program assistant in the Office of Equal Employment Opportunity. (Source: Department of State)

85. Alison Palmer flying by helicopter to observe pacification efforts in rural villages of Vietnam. (Source: Department of State)

Top Administrator for European Posts

The first woman to hold the position of executive director in a regional bureau of the Department of State was Joan M. Clark who was appointed to such a position in the Bureau of European Affairs in January 1972. She joined the Foreign Service in 1948

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and had held assignments in Berlin, Frankfurt, London, Belgrade, and Luxembourg, as well as the Department. In her career Clark had been an administrative assistant, economic assistant, administrative officer, coordinator of administrative operations training in the Foreign Service Institute, and chief of the Overseas and Domestic Personnel Division of the Bureau of Inter-American Affairs.[31] For her work in this latter assignment Clark received a Superior Honor Award in 1970. In 1977 she was named Director of Management Operations with a rank equivalent to Assistant Secretary.

Some Deputy Assistant Secretaries

Among the women who have been Deputy Assistant Secretaries in the Department is Catherine Dorris Norrell of Arkansas. She was appointed Deputy Assistant Secretary for Educational and Cultural Affairs in 1962.[32]

Lee Walsh, women's editor of the Washington *Evening Star* since 1954, became Deputy Assistant Secretary for Evaluations in 1964. The Department planned to use her reporting experience "to analyze and evaluate the effectiveness" of certain overseas operations.[33]

Charlotte Moton Hubbard joined the Department of State in March 1963 to organize community forums on foreign policy. A year later she was promoted to Deputy Assistant Secretary in the Bureau of Public Affairs to develop further the Department's community relations program, a field in which Mrs. Hubbard had 20 years of experience.[34]

Virginia R. Allan, a Michigan educator, businesswoman, and civic leader, was sworn in on March 3, 1972 as Deputy Assistant Secretary of State for Public Affairs. Her primary responsibility was "the development of new and improved working relationships between the Department and local, regional, and national nongovernmental organizations representing the range of public interest in U.S. foreign relations." Allan had been a leading advocate of women's rights in the business and professional community. She had served as chairperson of President Nixon's Task Force on Women's Rights and Responsibilities and as a member of the Citizens' Advisory Council on the Status of Women. Before her appointment in the Department of State, she had served as a public member of the Department's promotion selection boards in 1970 and 1971 and as a U.S. representative to the United Nations Seminars on the Participation of Women in Economic Life held in Libreville, Gabon, and Moscow.[35]

Patricia Sullivan Lindh was President Ford's Special Assistant for Women's Affairs before becoming Deputy Assistant Secretary for Educational and Cultural Affairs at the Department in 1976. In 1975 she was a delegate to the U.N. International Women's Year Conference in Mexico City.[36]

On February 11, 1975 Deputy Secretary Robert Ingersoll announced that Mildred K. Marcy would be Coordinator for International Women's Year within the Department. She would be on detail from the U.S. Information Agency where she had been deputy director of the Office of Equal Employment Opportunity, as well as Women's Activities Adviser and Federal Women's Program Coordinator, since September 1973. In 1977 Marcy was appointed Deputy Assistant Secretary for Educational and Cultural Affairs in the Department.

First Woman and First Black at Assistant Secretary Level

Barbara M. Watson joined the Department in July 1966 as special assistant to William J. Crockett, Deputy Under Secretary for Administration. In October 1966 she became Deputy Administrator of the Bureau of Security and Consular Affairs (SCA).

President Johnson nominated Watson as Administrator of SCA on July 22, 1968, and the Senate confirmed her appointment on July 31. By her promotion she became the first black to hold a rank in the Department equivalent to Assistant Secretary.

Watson received a B.A. degree from Barnard College and her law degree from New York University Law School. Before coming to the Department of State she had held positions of assistant attorney in the Law Department of New York City and executive director of the New York City Commission to the United Nations.[37] In 1977, after a brief absence from the Department, Watson returned as Administrator (now Assistant Secretary) of SCA.

Women in the Highest Echelons

Carol C. Laise became the first woman Assistant Secretary when she was appointed to head the Bureau of Public Affairs in 1973. In 1975 she became the first woman Director General of the Foreign Service. Two other women Assistant Secretaries appointed in the 1970's, Dixy Lee Ray and Patsy Mink, were both in the Bureau of Oceans and International Environmental and

Scientific Affairs. Another first to be noted is that of Shirley Temple Black, the first woman Chief of Protocol.

American Women at the United Nations

A number of women have served American foreign affairs in the United Nations and its related organizations. In December 1945 President Truman asked Mrs. Eleanor Roosevelt to serve as a member of the U.S. delegation to the first meeting of the U.N. General Assembly to be held in London. Mrs. Roosevelt accepted as she believed the United Nations "to be the one hope for a peaceful world."

During the 5-day voyage to Great Britain, she told the delegation that she hoped "the United Nations will discuss and act on problems and not bury them as some committees of the League of Nations did."

When the General Assembly had reached an explosive point and was in chaos because Andrei Vishinsky, chief Soviet delegate, proposed a resolution forbidding freedom of speech in refugee and displaced persons camps, Eleanor Roosevelt was the one who squelched him. She rose and said with great feeling, "We here in the United Nations are trying to frame things which will consider first the rights of man and what makes men more free—not governments, but man!" The Vishinsky resolution was defeated.

In the spring of 1946 President Truman nominated Mrs. Roosevelt as the U.S. representative to the Human Rights Commission. She was elected the first chairman of the Commission and was instrumental in drawing up the International Covenants on Human Rights. On the first anniversary of the adoption of the Universal Declaration of Human Rights on December 10, 1948, Mrs. Roosevelt said:

> In every land, the people must accept and respect these rights and freedoms in their own communities and in their own lives and by so doing, create countries, and in time, a world where such freedoms are a reality.[38]

Other women, such as Frances Payne Bolton, Marguerite Stitt Church, Shirley Temple Black, Irene Dunne, and Marian Anderson, have served as representatives on the U.S. delegation to the United Nations. In 1960 Frances E. Willis served as an alternate representative, the first Foreign Service career woman to serve in this capacity.[39]

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86. Eleanor Roosevelt at U.N. discussion on human rights, 1961. (Source: Department of State)

Notes

1. *Newsletter*, June 1963, pp. 26–27.
2. Wilma Fairbank, *America's Cultural Experiment in China*, 1942–1949 (Washington, D.C., U.S. Government Printing Office, 1976), pp. ix, 35; *Register of the Department of State*, 1942–1947, *passim*.
3. Letters from Julius C. Holmes to Mrs. Agnes C.L. Donohugh, Apr. 7, 1945, files 112/4-745, and July 7, 1945, file 112/7-245, Central files, 1940–49, RG 59.
4. *Biographic Register*, 1947–49, *passim*.
5. Nairobi Despatch 38, Mar. 25, 1949, file 811.20200(D)/3-2549; Desp. 84, Aug. 24, 1949, file 811.20200(D)/8-2499, Central files, 1940–49, RG 59.
6. *FSJ*, Feb. 1969, p. 24.
7. *Newsletter*, May 1964, p. 22.
8. *Ibid.*, Jan. 1966, p. 15.
9. *Ibid.*, June 1965, p. 63.
10. *Ibid.*, Mar. 1963, p. 46.

11. *Ibid.*, Feb. 1964, p. 38.
12. *Ibid.*, Dec. 1963, p. 49.
13. *Ibid.*, Jan. 1964, p. 49.
14. *Ibid.*, July 1961, pp. 18–19.
15. *Ibid.*, Jan. 1964, p. 49.
16. *Ibid.*, Nov. 1961, p. 33.
17. *Ibid.*, Oct. 1964, p. 41.
18. *Ibid.*, Jan. 1966, p. 14.
19. *Ibid.*, June 1977, pp. 2, 64.
20. *Ibid.*, Nov. 1962, pp. 36–37.
21. *Ibid.*, Nov. 1962, p. 14.
22. *Ibid.*, June 1961, p. 34.
23. *Ibid.*, Sept. 1974, p. 29.
24. *FSJ*, Feb. 1929, p. 22.
25. *Newsletter*, Oct. 1975, p. 10.
26. *Ibid.*, May 1972, p. 40.
27. *Ibid.*, Feb. 1973, p. 34.
28. *Ibid.*, Feb. 1970, p. 31; Mar. 1977, p. 25.
29. *Biographic Register of the Department*, 1973, p. 388; *Newsletter*, Nov. 1962, p. 23, Apr. 1964, p. 23.
30. *Newsletter*, Oct. 1969, p. 24.
31. *Ibid.*, Feb. 1972, p. 12.
32. *Ibid.*, Nov. 1962; p. 34.
33. *Ibid.*, Apr. 1964, p. 21.
34. *Ibid.*, Jan. 1964, p. 44; May 1964, p. 23.
35. *Ibid.*, Mar. 1972, p. 19.
36. *Ibid.*, Apr. 1976, p. 15.
37. *Ibid.*, July 1966, p. 13; Aug. 1968, p. 11.
38. Stella K. Hershan, *A Woman of Quality* (New York, 1970), pp. 247–8; Alfred Steinberg, *Mrs. R., The Life of Eleanor Roosevelt* (New York, 1958), pp. 319–23.
39. See Appendix Q for a list of women who have served as U.S. representatives to the U.N. General Assembly and related bodies of the United Nations.

Chapter XII

Awards and Recognition

Women employees of the Department of State and the Foreign Service have received recognition of their achievements in a number of ways. These have ranged from cash incentive awards of $150 to $200 and meritorious service salary step increases to the prestigious Federal Woman's Award. The Department presents individuals with "Outstanding," "Meritorious," and "Superior" Honor Awards for work well done, as well as awards for special achievements, such as the Replogle Award for Management Improvement and the Secretary of the Year Award.

Government-wide awards include the Federal Woman's Award and the Jump Award. The American Foreign Service Association; the American Foreign Service Protective Association; and the Diplomatic and Consular Officers, Retired have established their means of recognition of worthy employees as has the National Civil Service League. In addition some universities have granted honorary degrees to Foreign Service women.

The Department of State Distinguished Service Award has been given "for distinguished service in the conduct or improvement of foreign relations of the United States," and for an outstanding contribution to public administration, distinguished creative service, or heroic action. The Superior Service Award has been given for "superior service in the conduct or improvement" of U.S. foreign relations, notable contributions to world conditions, world peace or the public service, and unusual courage.

In 1952 L. Ruth Harvey and Margaret R. T. C. Morgan were among the 17 recipients of Superior Service Awards that year. Harvey's award was "for her efforts in facilitating the foreign travel of those American diplomats, Members of Congress, and Government officials whose jobs take them abroad to work for improved world conditions and the safeguarding of world peace."[1]

Morgan was cited in a Superior Service award for her "untiring personal drive and leadership that led to the enthusiastic acceptance on the part of the public and the Department of the importance of the citizen's role in the formulation of public policy."

She had performed this function as chief of the Division of Public Liaison in the Department of State.[2]

In 1968 Rachel Conrad Nelson was one of five persons who received the Distinguished Service Award for "distinguished service over two decades in promoting our foreign policy interests in the field of human rights." Nelson was the officer in the Department with "primary responsibility for the coordination and development of international human rights policy."[3]

Ambassador (Ret.) Luther I. Replogle, U.S. envoy to Iceland from August 1969 to September 1972, established the Replogle Award for Management Improvement, which includes a stipend of $1,500. It is awarded annually to the person who has made "an outstanding contribution to management improvement in the Department."

Two women have received it to date. Acting Secretary of State Robert Ingersoll presented the 1974 award to Barbara M. Watson, Administrator of the Bureau of Security and Consular Affairs (SCA), on December 13, 1974. Watson was cited for "outstanding achievements as Administrator of the Bureau of Security and Consular Affairs which have increased the effectiveness of the Department of State in fulfilling its foreign affairs responsibilities."

In the nomination statement made on behalf of Watson, it was pointed out that, as Administrator of SCA, she among other things:

> Improved consular facilities and service to the public; introduced better procedures, including computerized visa and passport hookups for increased security and efficiency; achieved better career opportunities for consular officers, a strengthened cone system and opportunities for more broadened assignments; obtained recognition of 'consular interests posts'; encouraged the introduction of a mid-career consular management course; successfully supported more extensive training for senior consular officers; and established a closer and better system of communications between the field and the Bureau of Security and Consular Affairs. . . .
>
> In her eight years with the Bureau, Miss Watson has given SCA outstanding professional leadership in administering the Immigration and Nationality Act fairly and in a humanitarian manner. An able and experienced lawyer when she first came to SCA, Miss Watson has since become a leading consular professional and a recognized expert in the field of immigration law.[4]

Joan M. Clark, then Executive Director of the Bureau of European Affairs (EUR), was the 1975 recipient of the Replogle Award for Management Improvement. In announcing her selection, the Department said, "By her foresight, analytical skills, and courage, Miss Clark, as the first woman Executive Director of a regional bureau, achieved outstanding results in the management of EUR's personnel and financial resources."

87. Joan Clark, executive director of the Bureau of European Affairs, receives the Luther Replogle Award for Management Improvement from Deputy Secretary Ingersoll. (Source: Department of State)

88. Teresa M. Beach receives the first Secretary of the Year Award from Secretary Rogers. (Source: Department of State)

In nominating Clark, Assistant Secretary for EUR Arthur A. Hartman wrote:

> . . . Never at any time has Miss Clark lost sight of the mission of the Bureau. Although EUR's overall effort has been directed toward restricting budgetary expenditures and personnel, Miss Clark is ever sensitive to the needs of the posts and is constantly alert to find ways in which special requirements can be met. . . .
>
> Miss Clark's performance on all fronts has been truly remarkable. She is a broad-gauged, experienced executive who takes hold of all problems with drive and vigor and is not afraid to make changes in the established patterns or to shake up things. The results which she has achieved over the past three and one-half years with her innovative and forward-thinking programs are indeed impressive. . . .[5]

Teresa M. Beach received the first career Secretary of the Year award on January 14, 1971. Beach, secretary to Joseph J. Sisco, Assistant Secretary for Near Eastern and South Asian

Affairs, was cited for "outstanding performance which exemplifies the highest standards of the secretarial profession." Deputy Under Secretary Macomber, who introduced Beach at the award ceremony, pointed out that "secretaries are a critically important group and rarely receive the kind of credit they deserve for the work they do." Beach's career in the Department and the Foreign Service started in 1942 when she received a letter from Secretary Cordell Hull offering her an appointment.[6]

The Herter Award, which carries a prize of $1,000, was established in 1968 in honor of former Secretary of State Christian A. Herter. The award is given to officers of the rank of FSO–1 or –2 in recognition of an "extraordinary accomplishment involving creativity, and intellectual courage and integrity, including disciplined dissent."[7]

Mary S. Olmsted received the 1972 Herter award. Her citation read:

> . . . Strong qualities of leadership with a marked ability to inspire not only respect and admiration but complete trust from all those associated with her. Expert guidance of the women's movement toward working within the system to bring about needed reforms. Her intellectual courage is not only evident in the reforms she has been able to help win from a conservative system but in the fact that she is the first senior woman FSO who voluntarily put her name, her rank and her career on the line to help remove discrimination against women.[8]

In 1977 two women received one of the Department of State's highest awards for "unusual dedication and distinction," the John Jacob Rogers Award, named for the father of the Foreign Service Act of 1924. Virginia Fox Hartley of the Bureau of International Organization Affairs was cited for her "unique and distinguished contributions to the formulation of American foreign policy in the field of international organization, from the time of the framing of the United Nations Charter to the present." In 1976 Hartley received the U.N. Silver Medal for her "many years of service to the principles" of that organization.[9]

Eleanor C. McDowell received the Rogers Award in 1977 for her "exceptional creativity and talent which have contributed enormously to the establishment and maintenance of the high standards of the Treaty Affairs Office." She was also honored for her contributions to the "Digest of United States Practice in International Law" as a channel of communication to "all those interested in the expanding practice of international law."[10]

The Federal Woman's Award was established in 1961 "to provide special recognition to women who have made contributions to the efficiency and quality of the career service of the Federal Government, and to dramatize and make more widely known to the public the wide variety of challenging careers for women in the Federal Government." Six women, government-wide, are honored annually.

Ruth E. Bacon, then Deputy Chief of Mission at the American Embassy in Wellington, was one of the six persons to receive the award in the first year. Bacon earned her A.B. and Ph.D. degrees from Radcliffe College and was a Carnegie Fellow in international law at Cambridge University, England, 1928–29. Before joining the Department of State in 1939, for 6 years she served as assistant to Judge Manley O. Hudson of the Permanent Court of International Justice, The Hague in the Netherlands.

In nominating Bacon for the first Federal Woman's Award in 1961, the Department cited her 21 years of outstanding service specializing in Far Eastern affairs, treaties, and U.N. affairs from the inception of the organization. The nomination also cited her service on many overseas missions, including adviser to the U.S. Commissioners at a 1948 meeting of the South Pacific Commission and member of the U.S. Delegation to the U.N. Trusteeship Council in 1949. In March 1960, when Bacon was promoted to Foreign Service officer, Class One, she was the second highest ranking woman in the Foreign Service. The citation awarded to Bacon read:

> In recognition of her outstanding contributions to the formulation of United States foreign policy in the field of Far Eastern Affairs. During her long service with the Department of State, Miss Bacon has shown exceptional ability in dealing with responsibilities of the first magnitude, and her advice and counsel have been highly important to the successful outcome of United States policy. She is a recognized authority on the background and procedures of international organizations, and her accomplishments in connection with Far Eastern aspects of United Nations affairs have won the respect of all who have known her. She has been selfless in her conscientious devotion to duty, and has given invaluable service to her country.[11]

The annual Federal Woman's Awards are presented at a gala banquet in Washington, D. C. When the time came for that first banquet in 1961, Bacon could not be released from her post in Wellington due to pressing duties; her sister accepted the award in her stead. Bacon retired in 1968 and 10 years later she is still on the lecture circuit recruiting women for the Foreign Service.

In 1962, the second year of the award, Mrs. Katherine W. Bracken, Director of the Department's Office of Central American and Panamanian Affairs, became the second woman in the Department to receive one of the Federal Woman's Awards. Bracken was cited for her "exceptional success as a Foreign Service officer in person-to-person relationships with citizens of the countries in which she serves."

At the time she received the award she was one of the six highest ranking women in the Foreign Service and the only

89. Ruth E. Bacon, recipient of Federal Woman's Award, 1961. (Source: Department of State)

woman office director in the Department's regional bureaus. Bracken began her career in the Foreign Service in 1940 as a clerk at the U.S. Legation in Guatemala. After 3 years she transferred to similar positions, first at Montevideo and then at Salonika. In 1946 she passed the Foreign Service examination and entered the Diplomatic Service. Except for 2 years in Washington, she served in the Middle East until 1958 in Greece, Turkey, Iran, and India. In order to promote friendship and understanding with people of all classes in those countries in which she served, she learned to speak and write fluent Greek, Turkish, Persian, and Spanish. Bracken was the first woman to be enrolled in the Senior Seminar in Foreign Policy (Senior Officer's Course) when the course was established in 1958.[12]

Carol C. Laise, then Deputy Director of the Office of South Asian Affairs in the Bureau of Near Eastern and South Asian Affairs, received one of the six Federal Woman's Awards in 1965. The Department's nomination of Laise read in part:

> Carol Laise's career in the field of international relations has been exemplified by brilliant performance and achievement in a profession usually not receptive to women and, in fact, in which few excel. Her appointment to the Department in 1948, in a capacity concerning itself with one of the more recent aspects of United States diplomacy—this Government's participation in international organizations as a means of advancing both general and specific United States foreign policy objectives—has culminated in her present assignment, that of Deputy Director of the Office of South Asian Affairs, the first woman ever to be assigned above the level of Desk Officer in the NEA Bureau.
>
> It is not inappropriate to speculate that when the history of contemporary contributions to American diplomacy is written the name of Carol C. Laise will

90. Winners of the Federal Woman's Award, 1962–74. Clockwise from top left: Katherine M. Bracken, 1962; Carol C. Laise, 1965; Eileen R. Donovan, 1969; Gladys P. Rogers, 1974; Margaret Joy Tibbetts, 1970; and Elizabeth Ann Brown, 1967. (Source: Department of State)

> occupy a prominent place. She is already marked for fame in the field of diplomacy.[13]

One of the 1967 recipients of the Federal Woman's Award was Elizabeth Ann Brown, then Director of the Office of U.N. Political Affairs. Brown, a native of Oregon, began her career with the Department in 1946 as an assistant on Organizational Affairs after serving 2 years as an executive assistant with the War Labor Board. Her most recent assignment has been as Deputy Chief of Mission in The Hague.

Among the 1969 winners was Eileen R. Donovan, then Ambassador to Barbados, whose career has been sketched in Chapter X.

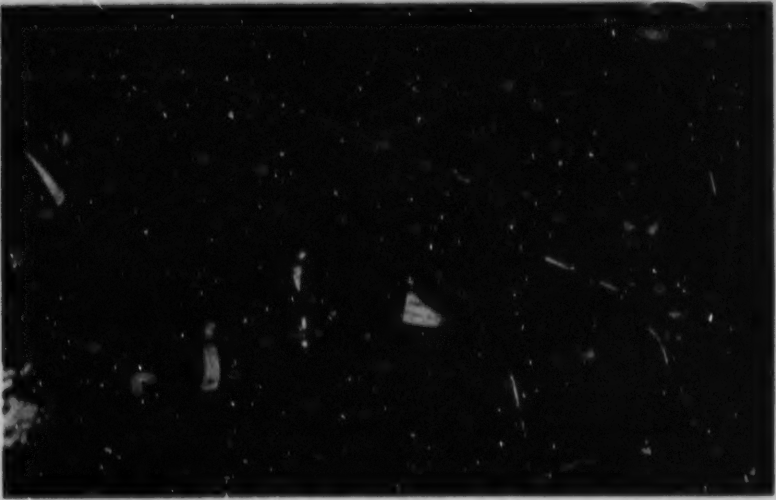
In 1970, Margaret Joy Tibbetts, then Deputy Assistant Secretary for European Affairs was named one of the six women in the Federal Government to receive the Federal Woman's Award (see Chapter X).

Gladys P. Rogers was among the winners of the 1974 Federal Woman's Award. In 1971 she was appointed Special Assistant for Women's Affairs. In this position she designed a wide program to improve the status of women in the Department of State and the Foreign Service. The nomination statement of the Department mentioned eight major policies that had been developed while she was in this position. These were: establishing wife/husband teams, both members of which could serve as full professionals in the Foreign Service with full benefits; opening of reemployment opportunities to women who had previously resigned because of marriage; eliminating the bar to Foreign Service employment of women with dependents; prohibiting questions concerning marital status or marital intentions; prohibiting consideration of women's marital status as an element in determining long-term training opportunities; making assignments of women completely nondiscriminatory as to country or function; treating as private individuals women and men who go abroad as dependents of employees and not obligating them to perform service-related duties unless they wish; and recognizing secretaries as career professionals, due the respect and equitable treatment accorded all professionals.

The statement further pointed out that:

> Throughout her career, Ms. Rogers' independence of mind, her adventurous spirit and honesty of purpose have been important qualities in shaping her singular and outstanding contributions to managerial improvement in a large bureaucracy and to the inspection process and to its humanization in the new but fertile field of equal opportunity for women.[14]

The Department of State nominated three women for the Federal Woman's Award in 1971—Elizabeth J. Harper, former chairman of the Department's Women's Program Committee,



91. Ambassador (Ret.) Frances E. Willis receives Foreign Service cup from Thomas D. Boyatt, President of the American Foreign Service Association, 1973. Ambassador James W. Riddleberger, President of DACOR, is on the right. (Source: Department of State)

Martha Mautner, deputy chief of the Soviet Foreign Affairs Division in the Bureau of Intelligence and Research, and Marita T. Houlihan of the Bureau of Educational and Cultural Affairs. Although they were not among the six winners, the Board of Trustees for the award considered their service outstanding enough to deserve special recognition.

Harper was recognized as a leading authority on the implementation of visa legislation and regulations and for her role as chairman of the committee which reviewed and made recommendations to insure equality for women in the Department of State. Mautner had served as a "persistent watchdog over the intricate vagaries" of Soviet policy toward Germany and Berlin. Her citation added, "As the wife of a Foreign Service Officer . . . and mother of three active, adolescent children, Mrs. Mautner is indeed pursuing a very full and rewarding career." Houlihan's nomination was for conducting emergency aid programs for deserving foreign students, especially those stranded in the United States by crises or upheavals at home.[15]

In 1972 the William A. Jump Foundation cited Rozanne L. Ridgway, chief of Ecuadorian Political Affairs in the Bureau of Inter-American Affairs. She received a certificate and the citation for her key role in the recent tuna boat controversy as spokesman "on the entire fishing and Law of the Sea issue in this [Western] Hemisphere," and other outstanding accomplishments.[16]

In 1967 the American Foreign Service Association; the American Foreign Service Protective Association; and the Diplomatic and Consular Officers, Retired, established the Foreign Service Cup, The award, a silver Paul Revere bowl, is given to the "person who during his [sic] career has made an outstanding contribution to the foreign relations of the United States."[17] Ambassador (Ret.) Frances E. Willis received the cup in 1973.

The National Civil Service League, a nonpartisan citizens' organization devoted to the improvement of Federal Government service, presents annual Civil Service Awards to outstanding men and women in government.

Frances E. Willis was one of the recipients of the award in 1962. Willis was characterized as being "one of the outstanding women in the Federal Service and one of its most highly regarded officers of the Foreign Service." Long service as a Foreign Service officer has given her "an experience and knowledge of all phases of the various functions of the Service," with the result that she "is highly skilled in every respect of her profession." Her outstanding performance as first secretary and consul in the U.S. Embassy in London from 1947 to 1951, "when coupled with the indication of her executive talent, led to her first executive appointment as Deputy Chief of Mission at Helsinki" in 1951.[18]

In 1973 Carol C. Laise, then Ambassador to Nepal, was named a winner of one of the Career Service Awards. In a summary of her career, the Department stated:

> In terms of the role of women in government, of 'women's liberation,' of public recognition of professional competence and integrity, it is difficult to think of other government servants whose selection would be of more interest to the American public.[19]

Marjorie Whiteman of the Office of Legal Affairs received one of the awards in 1958 for her "expertness in legal matters and her insight into political aspects of governmental legal problems, which has made her one of the State Department's most widely consulted supervisors."[20]

When April C. Glaspie became the winner of the Director General's Award for Reporting in 1977, she was the first woman to receive this honor. She won recognition for her reports from Cairo where she served as a political officer from 1974 to 1977. The award includes $500 and a desk pen set, as well as having her name inscribed on a permanent plaque in the Foreign Service Lounge of the Department.

The panel of judges recommended Glaspie for the award "because of the combination of timeliness and rich analytic perceptions" contained in her reports. The panel was also impressed by "the unusually wide range of sources and contacts reflected in the samples" submitted in support of her nomination. Glaspie joined the Department in 1966 and has held assignments in Amman, Kuwait, Stockholm, and Beirut and is currently a staff assistant to the Assistant Secretary for Near Eastern and South Asian Affairs.[21]

On May 16, 1976 Director General Carol C. Laise and her husband, Ambassador at Large Ellsworth Bunker, received honorary Doctor of Laws degrees at Georgetown University. Ambassador Laise was honored as "our country's highest ranking woman diplomat." Her citation read:

> A gentlewoman of charm and grace, a public servant of high intelligence and commitment, Carol Laise represents the best of a great career service—a service she now administers with vision and humanity.
>
> Her service within the Department of State, at the United Nations, and as American Ambassador to Nepal has been marked by strength of purpose and by steady, shrewd skill. As Assistant Secretary of State for Public Affairs, she broke new paths in defining the right relationship of the people to their foreign policy. As Director General of the Foreign Service, she has been dynamic and determined in her search for new ways to improve the exercise of the public's trust. She is a person of high values and of the highest value to her country.
>
> For this generation of women public servants—and the next as well—Ambassador Laise has shown the way. She has set a standard on which both the men and women of Georgetown would do well to set their sights. In recognition of her signal professional accomplishments, her high character, and the model she has set for those who will follow, Georgetown is proud to declare Carol Clendening Laise Doctor of Laws, *Honoris causa.*[22]

Notes

1. Department of State Press Release 838, Oct. 24, 1952.
2. *Ibid.*
3. Program for the 1968 awards ceremony.
4. *Newsletter*, Jan. 1975, p. 38.
5. *Ibid.*, Sept. 1975, p. 20.
6. *Ibid.*, Jan. 1971, p. 9.
7. *Ibid.*, Oct. 1968, p. 24.
8. *Ibid.*, July 1972, p. 25.
9. *Ibid.*, May 1977, p. 24.
10. *Ibid.*, p. 25.
11. Memorandum For The Record, Federal Woman's Award, Board of Trustees, Robert E. Hampton, Vice Chairman, Jan. 24, 1967.
12. *Newsletter*, Mar. 1962, pp. 35–36.
13. *Ibid.*, Feb. 1965, p. 31.

14. *Ibid.*, Mar. 1974, p. 15.
15. *Ibid.*, July 1971, p. 31; Sept. 1971, p. 16.
16. *Ibid.*, June 1972, p. 41.
17. *Ibid.*, Nov. 1967, p. 8.
18. *Ibid.*, Mar. 1962, pp. 35–36.
19. *Ibid.*, Mar. 1973, p. 35.
20. *Ibid.*, May 1962, p. 18.
21. *Ibid.*, Jan. 1978, pp. 20–21.
22. *Ibid.*, June 1976, p. 36.

Chapter XIII

Department of State Women in the Third Century

At the end of the first century of American independence—1876—only four women were employed full time in the Department of State and none in the Foreign Service. These women were clerks at the lowest salary level.

One hundred and one years later—1977—some 2,551 women were on the rolls of the Department. There was one GS–17, but by far the greatest majority were GS–9's and under with 1,269 at GS-6 or below (see Chart 2). There were nearly as many in the Foreign Service (2,255) with most of them at the middle and lower levels (see Chart 3). Among the Foreign Service officers, 8 were FSO–1's and 8 were FSO–2's while 282 were in grades FSO–8 to FSO–4 (see Chart 4). A similar picture was presented by the Foreign Service Staff corps (see Chart 5).

Percentages of women in each of the pay plans ranged from 9.6 percent who were FSO's to 68.8 percent who were in the Civil Service (GS/GG) category. From the standpoint of the total population in all pay plans, 37.7 percent of the employees were women (see Chart 6).

What is the situation at the beginning of the 3rd century of American independence regarding the role and status of women in the Department and the Foreign Service? In answer to the question, "What can WAO do now?" the Women's Action Organization quoted Thomas Jefferson: "The price of liberty is eternal vigilance." The WAO added, "That's true for women in the foreign service agencies."

The WAO felt in 1976 that much remained to be done, "with old problems remaining unsolved and new ones developing every day. . . . Old male-dominant attitudes persist, our gains can be lost unless all women and friends of women act together in keeping watch on our continual progress."[1]

The Carter Administration has named a number of women to top positions in the Department. These have included Lucy P. W. Benson as Under Secretary for Security Assistance, the first

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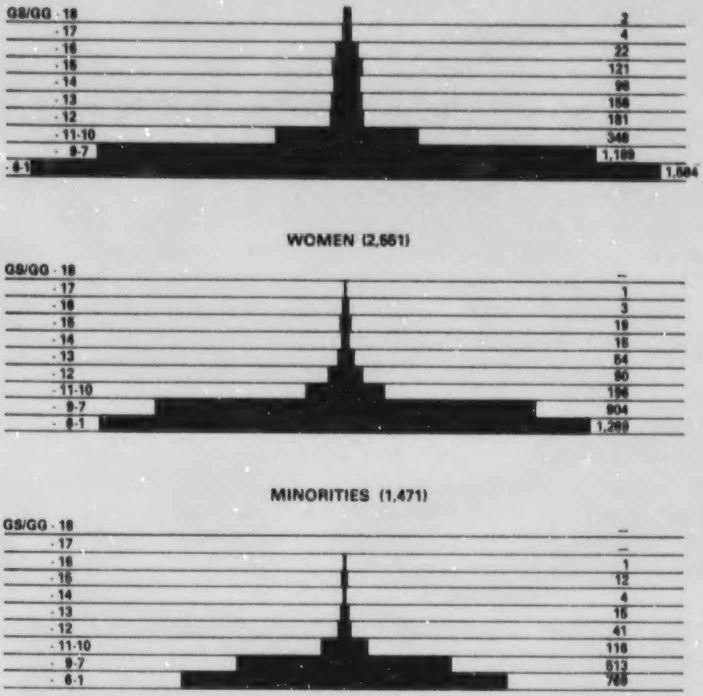
Chart 2

DEPARTMENT OF STATE
CIVIL SERVICE (GS/GG)
AS OF 12/31/77



TOTAL POPULATION (3,707)

WOMEN (2,551)

MINORITIES (1,471)

Source: PER/MGT
M/EEO 3/78

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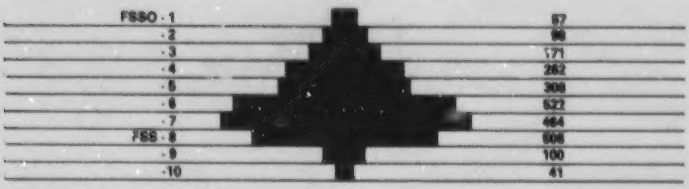
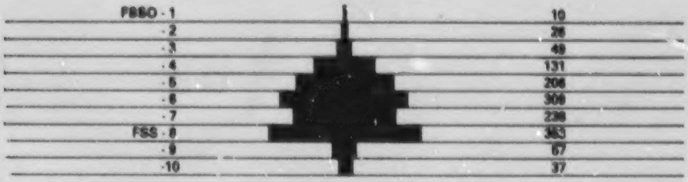
Chart 3

DEPARTMENT OF STATE
FOREIGN SERVICE STAFF (FSSO/FSS)
AS OF 12/31/77

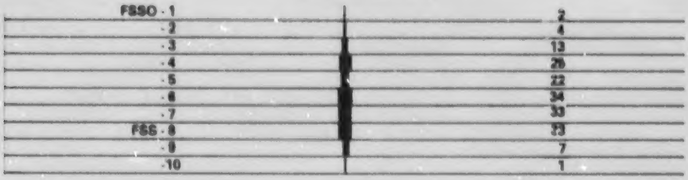
TOTAL POPULATION (2,529)



WOMEN (1,416)



MINORITIES (174)



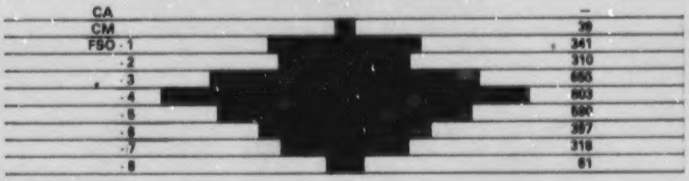
Source: PER/MGT
M/EEO 3/78

Chart 4

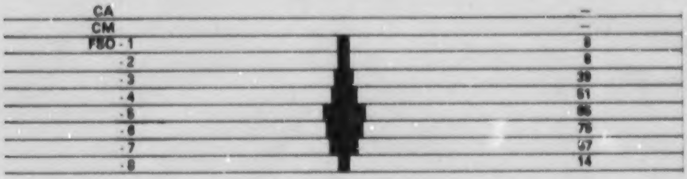
DEPARTMENT OF STATE

FOREIGN SERVICE OFFICERS (FSO)
AS OF 12/31/77

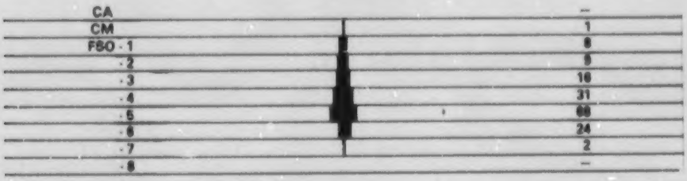
TOTAL POPULATION (3,514)



WOMEN (337)

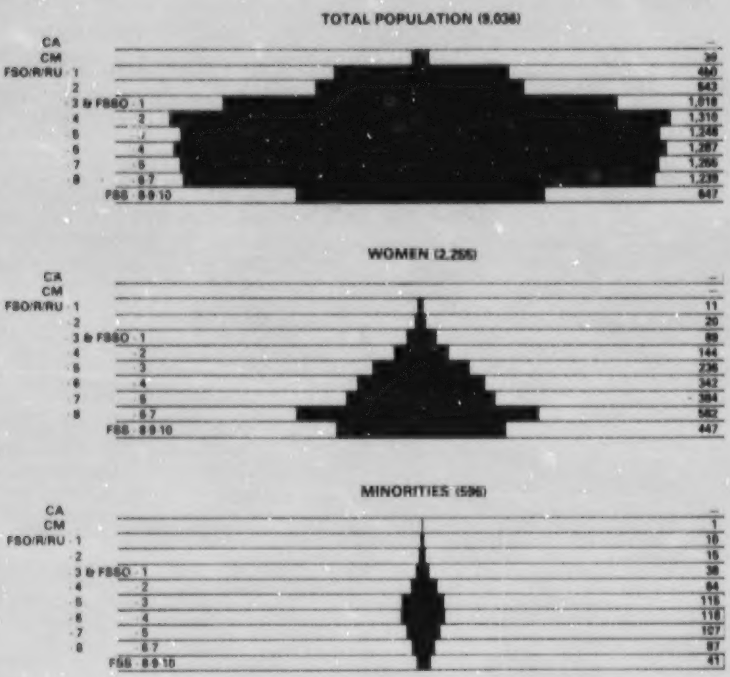


MINORITIES (159)



Source: PER/MGT
M/EEO 3/78

Chart 5



DEPARTMENT OF STATE
ALL FOREIGN SERVICE PAY PLANS
AS OF 12/31/77

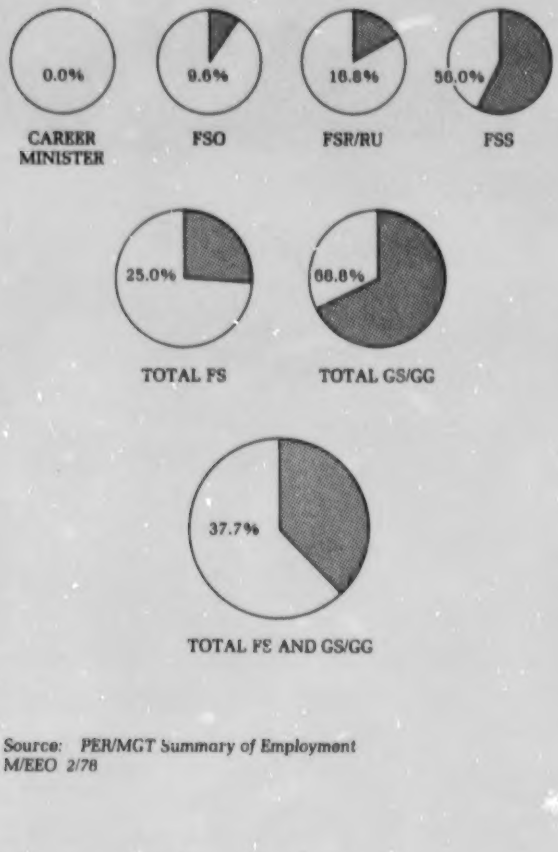
TOTAL POPULATION (9,036)

WOMEN (2,255)

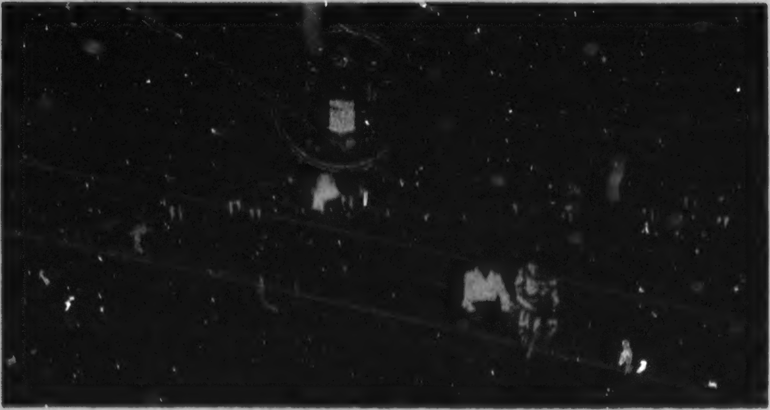
MINORITIES (596)

Source: PER/MGT
M/EEO 3/78

DEPARTMENT OF STATE
WOMEN EMPLOYEES -- AS OF DECEMBER 31, 1977
By Pay Plan



Source: *PER/MGT Summary of Employment*
M/EEO 2/78



92. The 134th Foreign Service Class, 1978. (Source: Department of State)

woman to hold this high rank. Prior to her appointment, Benson held executive positions with the League of Women Voters and was a member of the Steering Committee of the Urban Coalition and the Executive Committee of Common Cause.

On March 5, 1977 President Carter announced that he would nominate Patricia M. Derian as Coordinator (now Assistant Secretary) for Human Rights and Humanitarian Affairs in the Department. Derian was a deputy director of the Carter-Mondale campaign. She is a native of New York and a 1952 graduate of the University of Virginia Nursing School. She worked on school desegregation in Mississippi during the 1960's. At the time of her nomination she was a member of the executive committee of the American Civil Liberties Union, on the steering committee for the National Prison Project, and a member of the Center for Community Justice.[2]

Other Carter appointments have included former Congresswoman Patsy Mink who was named Assistant Secretary for Oceans and International Environmental and Scientific Affairs; Barbara M. Watson who returned as Administrator (now Assistant Secretary) of the Bureau of Security and Consular Affairs; and Joan M. Clark who became Director of Management Operations, with a rank equivalent to an assistant secretary. Carol C. Laise continued as Director General of the Foreign Service until she retired on December 31, 1977. Kathleen M. Falco is Senior Adviser to the Secretary and Coordinator of International Narcotic Matters.[3] Secretary Vance has selected Jacklyn A. Cahill to be Special Assistant, the first woman who was not a secretary to be in the Secretary's immediate office.[4]

93. Recent appointees. This page, clockwise from top left: Patsy Mink, Lucy P.W. Benson, Patricia M. Derian, and Kathleen M. Falco. On opposite page, top left, Barbara M. Watson, and top right, Joan M. Clark. (Source: Department of State)

On April 18, 1977 Secretary Cyrus Vance sent a memorandum to all secretaries of departments and heads of agencies regarding policies that governed U.S. delegations to international conferences and meetings. The delegations should be, as nearly as possible, representative of the total population. He pointed out that the number of American women delegates had not "kept pace with their greater involvement in national and international affairs." Therefore, he requested all heads of departments and agencies to "make a special effort to see that qualified women and minority group members are sought out for membership on delegations."[5]

Secretary Vance had told the employees of the Department and the Foreign Service in his first message of January 24, 1977: "Whether you are a political officer, communicator or secretary, I intend to pay personal attention to your professional concerns." In a statement of his views regarding equal employment—the first comprehensive statement of this nature by any Secretary—he noted that he also had a "deep concern about human rights, abroad and at home." He promised that these commitments to the professional concerns of employees and human rights would "find expression in a variety of ways" during his tenure.

One of these ways would be a "dedication to and involvement in Equal Employment Opportunity within the Department as dictated by ethics and law." As Secretary of State, Vance promised to "exercise personal leadership in prohibiting discrimination

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because of race, color, religion, sex, national origin, age, or handicap." He also told all employees that he would "exercise personal leadership in carrying out a continuing affirmative action program designed to promote equal opportunity for all applicants and all employees." In addition, he expected all employees to join with him in fulfilling these commitments.

Support of "moral and legal equal employment opportunity principles" was assumed. To those in leadership positions, Secretary Vance emphasized that "the practice of equal employment opportunity is a vital factor in good personnel management."[6]

Notes

1. "What is WAO?" [1976].
2. *Weekly Compilation of Presidential Documents*, Mar. 14, 1977, p. 311.
3. *Newsletter*, Jan. 1977, p. 3; Feb. 1977, pp. 9, 11.
4. See Appendix R for a list of "Some Women in Key Positions."
5. Memorandum from Secretary Cyrus Vance to Secretaries of Departments and Heads of Agencies, "Policies Governing United States Delegations to International Conferences and Meetings," Apr. 18, 1977. See Appendix S for this memorandum.
6. Statement by Secretary Cyrus Vance to "My Colleagues in the Department of State," Mar. 15, 1977. See Appendix T for the complete statement.

Chapter XIV

Conclusion

The status and the role of women in the Department of State and the Foreign Service have changed greatly since Elizabeth Evans received $5 in 1800 for some pieces of silk ribbon. Changes have sometimes come slowly, at times hardly discernible.

Some events in the history of the American feminist movement have had little, if any, impact on the employment of women by the Federal Government. For instance, at the American Woman's Rights Convention, held at Seneca Falls, New York in 1848, the women began to discuss their social, civil, religious, and political grievances. Equal employment, or even employment on any ratio, by the government, was not among their demands.

Until the Civil War full-time government employees were almost entirely male. The government's needs during this period were not as great or as diversified as those in a developing industry. Women, as we have seen, were employed as copyists on a part-time basis and were paid on a piecework basis instead of a stated monthly or yearly salary. The Department of State followed very much the same pattern as other agencies in hiring women to copy documents and to prepare tabulations at home.

Wartime conditions, however, began to force a change in the government's position regarding the employment of women. With many men being required for the civilian labor and military forces, the government resorted to the expedient of hiring women. The Treasury Department and the Government Printing Office began to hire women for their labor force on a full-time basis to perform menial tasks as early as 1862. The Department of State did not begin to hire women as full-time employees as quickly as the military and some civilian agencies. The Department, then as now, was one of the smallest of government departments and underwent very little growth throughout the first 75 years of the 19th century. For many years the total number of employees in Washington was approximately 40.

When Congress increased the size of the Department by one-third in 1874—from 40 to 53—five of the new positions were given to women. With the hiring of these first full-time employees, there was no discrimination regarding salaries, as was true in many Government agencies. All the men and women hired for these 13 clerical jobs were paid $900 annually. Equal pay for equal work continued to be the practice of the Department of State even when the Civil Service Commission regulations stated that the starting salary for women should be $720 and that of men $900. Later in the 19th century some women, as well as men, were hired by the Department at a higher starting salary.

At the same time, promotions were coming more slowly for women than for men in the Department. Women frequently received one or two promotions (perhaps to $1,200 or $1,400), but seldom did they go much higher in the pay scale in the first 50 years. It is necessary, however, to point out that some chiefs of divisions were only getting from $2,100 to $2,500 in 1914.

For the first 35 years all women in the Department of State filled clerical jobs. In 1909 the first woman was appointed to a professional or semiprofessional position. It was only with the appointment of Margaret Hanna as chief of the Correspondence Bureau in 1918 that a woman reached a supervisory level.

It is impossible, because of the lack of government-wide information, to determine whether the State Department had a better or worse record of promoting women and of hiring professionals. The Civil Service Commission has noted, however, that women's "numbers in occupations outside of typing and stenography were relative few" prior to World War I.[1]

Regarding the percentage of women to the total number of employees prior to World War II, the Department of State had a far better record than the government as a whole. In 1940 nearly 50 percent of the employees of the Department of State in Washington were women. This is in contrast to the total Federal employment. Even with an increase of more than 3½ times between 1941 and 1943, only about 37 percent of all Federal workers were women in 1944.[2] This trend has continued until the present with the Department of State continually having a higher percentage of women at the senior, middle, junior, and support levels than the government as a whole.

The number of women in the Foreign Service during the pre-World War II period was much more limited. Also, it was nearly 30 years after the first full-time women employees in Washington before women were hired for work in embassies and legations. Even then the numbers were small, and employment was usually limited to a few of the larger diplomatic posts. Most staffs in both consular and diplomatic posts were small throughout the 19th and the first part of the 20th centuries. Clerical functions were handled by the vice consuls in many instances, and it was the opinion of the Department that a woman could not be a vice consul or higher level officer.

The argument was repeatedly raised in the 20th century that an officer must be available for assignment on a worldwide basis. Latin American countries, the Middle East, the Orient, and other areas were not considered suitable for women because of social and political reasons. In some areas of the world climatic conditions were thought to be too adverse for women to withstand.

When the Department did start to allow women to take the Foreign Service examinations in the 1920s, it did so reluctantly. Only a few—six between 1922 and 1929—were successful in passing both the written and oral examinations. Their assignments were to European and Near East posts. From 1930 until the end of World War II not a single woman made the grade by the examination process so the Department was relieved of making any further decisions regarding the assignment of women officers in the Foreign Service for a number of years.

The Department had a different set of rules for women clerks before World War II. They were permitted to go to posts where climatic conditions were questionable and women might be confronted with local social and political problems.

It should also be noted that the Department's position regarding women was different than that of the Department of Commerce. Early in the 1920s that Department was sending women to South America and China, among other places, to work as trade commissioners. These women were also becoming officers without having to take long and difficult examinations.

One must add, though, that the attitude of the Department of State was little different from that throughout the United States. In 1923 an Equal Rights Amendment to the Constitution was drafted by Alice Paul of the National Woman's Party and introduced in Congress. Fifty-five years later such an amendment has not yet been ratified.

The position of women in the Department of State has undergone many changes since World War II. More women have been admitted to the Foreign Service, and some have begun to reach the higher levels in the administration and conduct of American foreign affairs. By 1978 one woman has reached the level of Under Secretary, one as Director General of the Foreign Service, a few as Assistant Secretaries, and several as Deputy Assistant Secretaries. Below these, there are others who have positions as office directors, division chiefs, and the like.

Very few women have held top policy positions in the geographic areas of the Department. More have been in the substantive programs such as cultural affairs, economic matters, public affairs, consular services, international organizational programs, or ocean and environmental matters. Others have been in support positions such as administration and legal affairs.

Some 26 women have reached the epitome of success in the Foreign Service as Ministers Plenipotentiary and Ambassadors Extraordinary. This 45-year period represents only a very small percentage of the total number of appointments made during that time. As yet, no woman career Foreign Service officer has been appointed as Ambassador to one of the major (Class I) diplomatic posts. Neither has any career woman FSO been appointed as Deputy Chief of Mission at a Class I post, an appointment which is made by the Department and not by the President.

A number of developments in recent years has given emphasis to improving the position of women in the government, and the Department of State and the Foreign Service in particular. One benchmark was the establishment of the President's Commission on the Status of Women in 1961. This was followed by several legislative acts and Executive orders which further established the equal rights of women and minority groups.

Especially great progress has been made in the decade since the establishment of the Federal Woman's Program in 1967. Within the Department of State, the greatest strides have been made in the 1970s when the Ad Hoc Committee to Improve the Status of Women in Foreign Affairs Agencies and the Women's Action Organization spearheaded a number of reform efforts. Credit must also be given to William B. Macomber, Jr., Deputy Under Secretary for Administration, who provided the administrative support and leadership that was necessary to see propositions move from being the germs of ideas to the harvest of results.

Secretaries of State William P. Rogers, Henry A. Kissinger, and Cyrus Vance have all been supportive of the need to improve the position of women and their place in our foreign policy activities. In 1973 Secretary Rogers said:

> I am proud that August—traditionally celebrated as the month of passage of the Women's Suffrage Amendment to the Constitution—is also the month in which . . . the Department of State, together with the Agency for International Development and the U.S. Information Agency, promulgated sweeping new policies to improve the status of women.[3]

The next year Secretary Kissinger said:

> Equality of opportunity and reward for merit are essential if the foreign affairs agencies are to respond creatively to the challenges of contemporary diplomacy. For this reason, I want to underscore my strong personal commitment to the role women must play in the formulation and presentation of U.S. foreign policy.[4]

The following year Secretary Kissinger urged all officers in decisionmaking and leadership roles "to make professional equality for women a daily concern."[5]

In connection with Women's Week in 1977 Secretary Vance said:

> In reviewing the ten years since 1967, progress in recognizing the capabilities of women in our work force is evident. We have, for example, twice as many women at the senior level today as we had then. Today women regularly participate in policy making at the highest levels, with a direct influence on the conduct of foreign affairs in fields as varied as arms, science and technology policy, human rights, consular affairs, and the overall management of our foreign service and this Department.
>
> ... As the Federal Women's Program moves into its second decade, I intend that the Department of State lead the way toward the goal of bringing women into the mainstream of our activities.[6]

Without question, there has been unmeasurable progress since the payment of $5 to Elizabeth Evans, the hiring of five full-time women employees in 1874, or the appointment of Ruth Bryan Owen as the first U.S. woman minister in 1933. There is, however, a need to work to overcome continuing inequalities and cases of discrimination, perhaps not openly evident, but there nonetheless. As Secretary Vance said, "More can and must be done to increase the direct involvement of women in our foreign policy work."[7]

Notes

1. *Biography of an Ideal*, p. 165.
2. *Ibid.*, p. 168.
3. Department Notice, Aug. 21, 1973.
4. Memorandum from Secretary Kissinger to Department, Aug. 2, 1974.
5. Memorandum from Secretary Kissinger to Department, Aug. 14, 1975.
6. Memorandum from Secretary Vance to "My Colleagues in the Department of State and the Foreign Service," Aug. 16, 1977.
7. *Ibid.*

LIST OF APPENDIXES

A. Number of Men and Women Employees, 1874–1940
B. Men and Women in Professional Positions, 1940
C. Men and Women in Semiprofessional Positions, 1940
D. Men and Women in Clerical, Administrative, and Fiscal Positions, 1940
E. Executive Order 4022, June 7, 1924
F. Questions Used in the Oral Foreign Service Examinations, 1924–25
G. Policy on the Assignment of Women and Minority Personnel—Joint State/AID/USIA Message (CA–5901), Nov. 23, 1970
H. What is WAO? (1976)
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J. Secretarial Task Force—Summary of Actions Taken
K. Policy on Professional Status and Standards for Secretaries (Mar. 1, 1973)
L. Eleven-Point Summary of WAO's Understanding of Jan. 20, 1971 Meeting (Nov. 12, 1975)
M. Implementing Policy on Equal Opportunities for Women and Employment Abroad of Dependents of Employees (CA–3745), Aug. 11, 1971
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P. Women Chiefs of Mission, 1933–78
Q. Women in the U.N. General Assembly and Related Organizations, 1946–76
R. Some Women in Key Positions
S. Policies Governing U.S. Delegations to International Conferences and Meetings (Apr. 18, 1977)
T. Message of Secretary Cyrus Vance (re EEO), Mar. 15, 1977

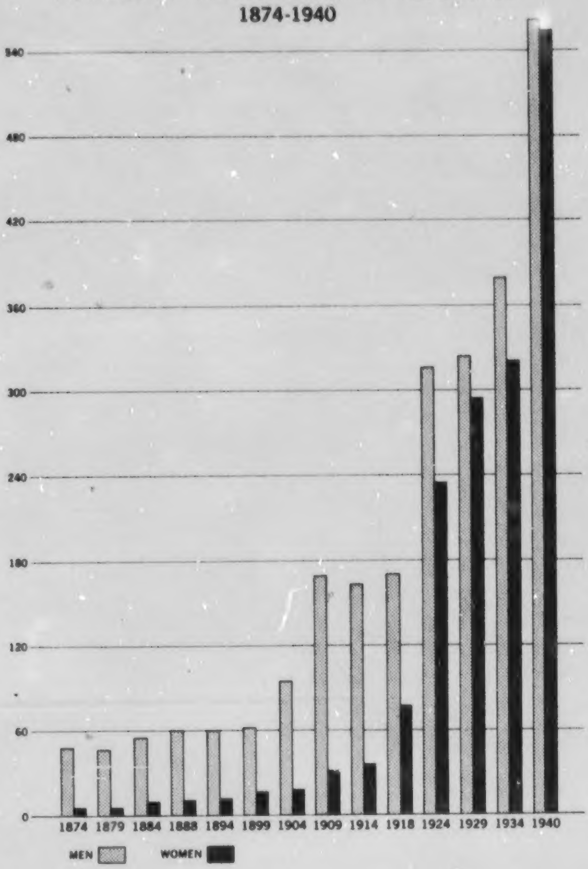
Appendix A

[APPENDIX A]

DEPARTMENT OF STATE

NUMBER OF MEN AND WOMEN EMPLOYEES

1874-1940



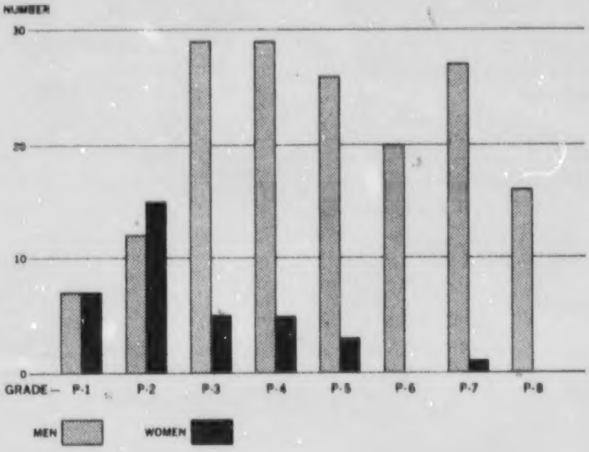
Appendix B

[APPENDIX B]

DEPARTMENT OF STATE

MEN AND WOMEN IN PROFESSIONAL POSITIONS

1940



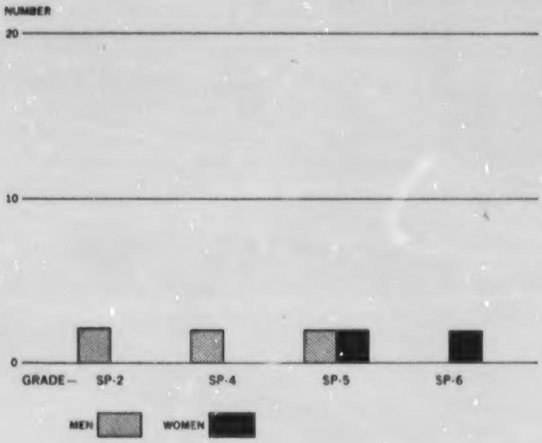
Appendix C

[APPENDIX C]

DEPARTMENT OF STATE

MEN AND WOMEN IN SEMI-PROFESSIONAL POSITIONS

1940

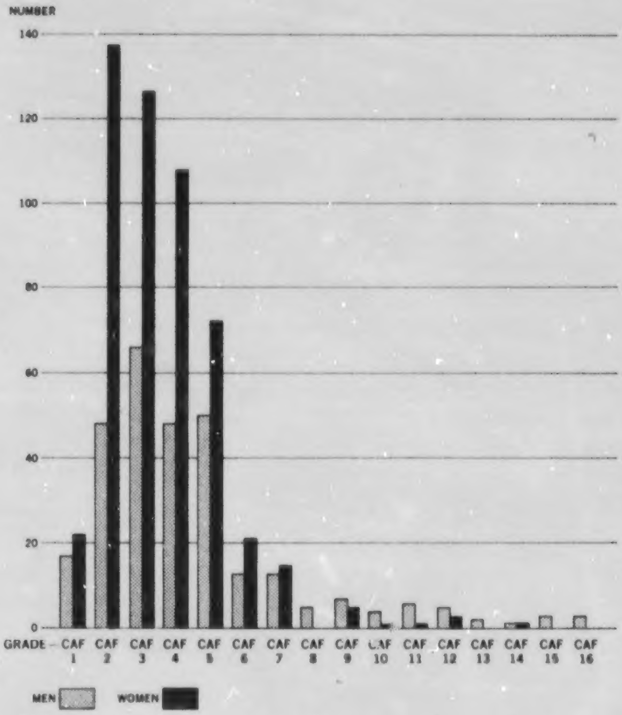


Appendix D

[APPENDIX D]

DEPARTMENT OF STATE

MEN AND WOMEN IN
CLERICAL, ADMINISTRATIVE AND FISCAL POSITIONS
1940



Appendix E

Executive Order.

Whereas, The Congress, by the Act of May 24, 1924, has confirmed and given statutory recognition to the civil service status of the Foreign Service established by the Presidential Executive Orders of June 27, 1906, for the Consular Service, and November 26, 1909 for the Diplomatic Service,

And, whereas, under the provisions of the said Act of May 24, 1924, the President is authorized to prescribe certain rules and regulations for administering the Foreign Service on an interchangeable basis.

Now, therefore, the President, in the exercise of the powers conferred upon him by the Constitution and laws of the United States, makes the following regulations:

1. Vacancies in all classes from 1 to 9 shall be filled by promotion from lower classes, based upon ability and efficiency as shown in the service.

2. All admissions to the service shall be to the grade of Foreign Service Officer, unclassified.

3. Officers and employees, after five years of continuous service in the Department of State, are eligible for appointment by transfer to any class in the Foreign Service upon the recommendation of the Foreign Service Personnel Board and with the approval of the Secretary of State as hereinafter provided.

The Foreign Service Personnel Board.

4. There is hereby constituted a Foreign Service Personnel Board composed as follows:

> The Under Secretary of State, who shall be the Chairman, an Assistant Secretary of State to be designated by the Secretary of State, the Director of the Consular Service, (on and after July 1, 1924, this title becomes Assistant Secretary of State) and the members of the Executive Committee of the Foreign Service Personnel Board.

5. It shall be the duty of the Board:

(a) To examine into the character, ability, efficiency, experience and general availability of all secretaries in the diplomatic service, consuls general, consuls, vice consuls of career, consular assistants, interpreters and student interpreters, and before July 1, 1924, to submit to the Secretary of State such information as he may require regarding the efficiency records of such officers.

(b) From time to time after the Act of May 24, 1924, becomes effective, and as vacancies arise, to submit to the Secretary of State lists of those Foreign Service Officers whose records of efficiency entitle them to advancement in the service, and who are therefore recommended for promotion, and the names of those officers and employees in the Department of State who, after five years of continuous service, and because of special ability and merit are recommended for appointment by transfer to the position of Foreign Service Officer. All such lists to be signed by the Chairman and at least three members of the Board, except in the case of a tie vote when the Secretary of State shall decide.

(c) To submit to the Secretary of State the names of those Foreign Service Officers who, in the opinion of the Board, have demonstrated special capacity for promotion to the grade of Minister. Each list thus submitted shall enumerate the names of the officers in the order of merit and shall be complete in itself, superseding all previous lists. A list shall be submitted to the Secretary of State whenever there is a vacancy in the grade of Minister or when requested by the President or the Secretary of State and in no case shall it contain more names than there are vacancies to fill. Each such list shall be signed by the Chairman and at least three members of the Board, and if approved by the Secretary of State, shall be submitted to the President.

(d) To submit to the Secretary of State the names of those Foreign Service officers who are recommended for designation as counselors of embassy or legation.

(e) To recommend to the Secretary of State the assignment of Foreign Service Officers to posts and the transfer of such officers from one branch of the service to the other according to the needs of the service.

(f) To consider controversies and delinquencies among the service personnel and recommend to the Secretary appropriate disciplinary measures where required.

For the purposes stated in paragraphs (e) and (f), the Under Secretary of State, the Assistant Secretary of State and the Director of the Consular Service (on and after July 1, 1924, this title becomes Assistant Secretary of State) shall be deemed to constitute the full Board, but the Executive Committee shall have the power of recommendation.

6. Whenever it is determined that the efficiency rating of an officer is poor and below the required standard for the Service, the Personnel Board shall so notify the officer, and if after due notification the rating of such officer continues nevertheless to be unsatisfactory, his name shall be reported to the Secretary of State with a full recital of the circumstances and a recommendation of the Board for separation from the service.

Whenever such recommendation for separation from the service is made, the Board shall at the same time notify the officer of the action taken.

7. The members of the Board, individually and collectively, shall have authority to examine all records and data relating to the personnel of the service.

8. All action taken by the Board shall be strictly nonpartisan, and based exclusively upon the record of efficiency of the officers concerned.

9. The proceedings of the Board shall be strictly confidential, but the Chairman may, and it is hereby made a part of his duty, within a reasonable time prior to each meeting of the Board for recommending promotions, demotions or removals, to invite the Chairman of the Senate Committee on Foreign Relations and the Chairman of the House Committee on Foreign Affairs or some Committee member designated by the Chairman, to sit with the Board through its deliberations without, however, participating in its decisions.

10. The Board shall elect its Secretary from among its members.

The Executive Committee.

11. There is hereby constituted an Executive Committee of the Foreign Service Personnel Board to be composed of a Chairman, and two other members who shall be Foreign Service officers of high rank representing both the diplomatic and the consular branches of the Foreign Service, to be selected by the other members of the Personnel Board with the approval of the Secretary of State.

The Secretary of State is authorized to prescribe the duties of the Executive Committee.

The Board of Examiners.

12. There is hereby constituted a Board of Examiners composed of the following members; to wit: The Under Secretary of State, an Assistant Secretary of State to be designated by the Secretary of State, the Director of the Consular Service (on and after July 1, 1924, this title becomes Assistant Secretary of State), the Chairman of the Executive Committee of the Foreign Service Personnel Board, and the Chief Examiner of the Civil Service Commission or such person as may be designated by him to serve in his stead.

13. It shall be the duty of the Board of Examiners to formulate rules for and hold examinations of applicants for commission to the Foreign Service and to determine from among the persons designated by the President for examination those who are fitted for appointment.

14. The scope and method of the examinations shall be determined by the Board of Examiners, but among the subjects shall be included the following: at least one modern language other than English (French, Spanish, or German by preference), elements of international law, geography, the natural, industrial, and commercial resources and the commerce of the United States; American history, government and institutions; the history since 1850 of Europe, Latin America and the Far East; elements of political economy, commercial and maritime law.

15. The examinations shall be both written and oral.

16. Examinations shall be rated on a scale of 100, and no person rated at less than 80 shall be eligible for certification.

17. No one shall be certified as eligible who is under twenty-one or over thirty-five years of age, or who is not a citizen of the United States, or who is not of good character and habits and physically, mentally, and temperamentally qualified for the proper performance of the duties of the Foreign Service, or who has not been specially designated by the President for appointment subject to examination and to the occurrence of an appropriate vacancy.

18. Upon the conclusion of the examinations, the names of the candidates who shall have attained upon the whole examination the required rating will be certified by the Board to the Secretary of State as eligible for appointment.

19. The names of candidates will remain on the eligible list for two years, except in the case of such candidates as shall within that period be appointed or shall withdraw their names. Names which have been on the eligible list for two years will be dropped therefrom and the candidates concerned will not again be eligible for appointment unless upon fresh application, designation anew for examination, and the successful passing of such examination.

20. Applicants for appointment who are designated to take an examination and who fail to report therefor, shall not be entitled to take a subsequent examination unless they shall have been specifically designated to take such subsequent examination.

21. In designations for appointment subject to examination and in appointments after examination, due regard will be had to the principle that as between candidates of equal merit, appointments should be made so as to tend to secure proportional representation of all the States and Territories in the foreign service; and neither in the designation for examination nor certification nor appointment after examination will the political affiliations of the candidates be considered.

22. The Board of Examiners is authorized to issue such notices and to make all such rules as it may deem necessary to accomplish the object of this regulation.

23. New appointments to the service shall be to the grade of Foreign Service Officer, unclassified, and no promotions to a higher grade shall be made except on the recommendation of the Foreign Service Personnel Board, with the approval of the Secretary of State, after the completion of one full term of instruction, or the equivalent thereof in the Foreign Service School hereinafter established.

24. Those candidates for appointment as diplomatic or consular officers whose names are on the eligible list at the time the Act of May 24, 1924 becomes effective shall be eligible for appointment as Foreign Service Officers.

The Foreign Service School.

25. There is hereby established in the Department of State a Foreign Service School for the instruction of new appointees.

26. The Foreign Service School shall be under the direction of a Foreign Service School Board, composed of the following members; to wit: the Under Secretary of State, an Assistant Secretary of State to be designated by the Secretary of State, the Director of the Consular Service (on and after July 1, 1924, this title becomes Assistant Secretary of State), the Chairman of the Executive Committee of the Foreign Service Personnel Board, and the Chief Instructor of the Foreign Service School. The School Board will act in all matters with the approval of the Secretary of State.

27. The Chief Instructor shall be selected by the other members of the School Board from among the officers of the Foreign Service, with the approval of the Secretary of State.

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28. Other instructors shall be selected from among the qualified officers of the Department of State, the Foreign Service, the other executive departments of the Government, and other available sources in the discretion of the School Board.

29. The term of instruction in the Foreign Service School is one year which shall be considered a period of probation during which the new appointees are to be judged as to their qualifications for advancement and assignment to duty. At the end of the term, recommendations shall be made to the Secretary of State by the Personnel Board for the dismissal of any who may have failed to meet the required standard of the Service.

30. The Secretary of State is authorized to prescribe rules and regulations for the governance of the Foreign Service School.

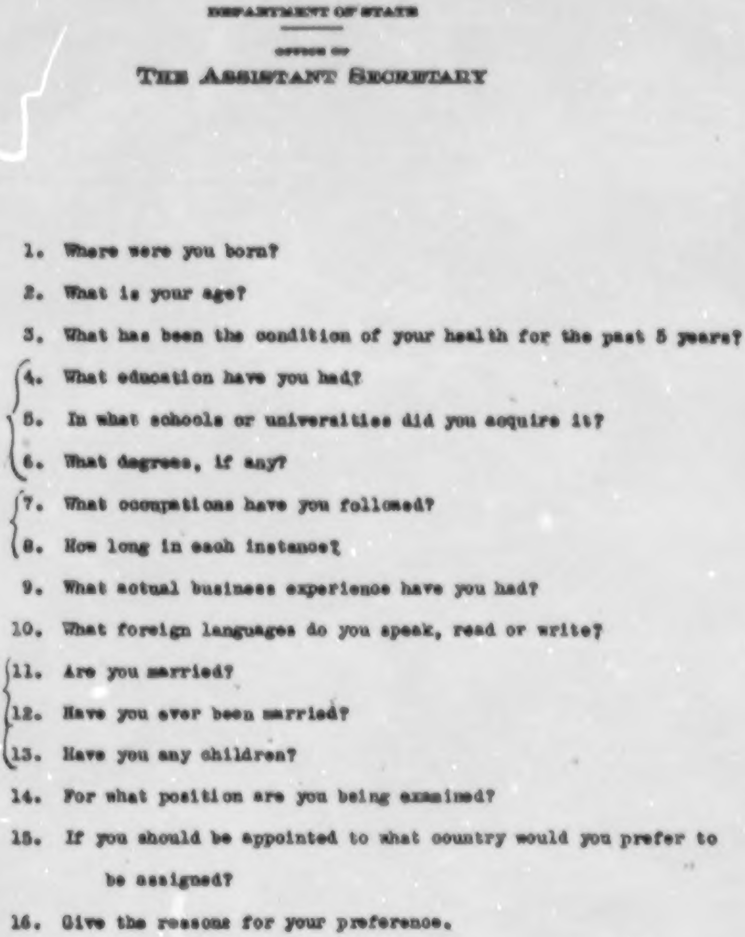
CALVIN COOLIDGE

THE WHITE HOUSE,
June 7, 1924.

[No. 4022.]

Appendix F

Questions Used in the Oral Foreign Service Examinations, 1924–25



DEPARTMENT OF STATE

OFFICE OF
THE ASSISTANT SECRETARY

1. Where were you born?
2. What is your age?
3. What has been the condition of your health for the past 5 years?
4. What education have you had?
5. In what schools or universities did you acquire it?
6. What degrees, if any?
7. What occupations have you followed?
8. How long in each instance?
9. What actual business experience have you had?
10. What foreign languages do you speak, read or write?
11. Are you married?
12. Have you ever been married?
13. Have you any children?
14. For what position are you being examined?
15. If you should be appointed to what country would you prefer to be assigned?
16. Give the reasons for your preference.

[*From the papers of Leland Harrison, Manuscripts Division, Library of Congress.]

ORAL EXAMINATION QUESTIONS.

1. Do you think Germany ought to be required to pay the entire cost of the war incurred by the Allied Nations? Why?
2. What do you consider to be the reason for the present high cost of living?
3. Is there any difference between Bolshevism and socialism and if so in what respect?
4. What, in your judgment, will be the effect of aerial navigation upon other modes of transportation?
5. How can disarmament of nations best be brought about?
6. Discuss the advantages and disadvantages of cold storage from an economic point of view.
7. In your judgment will the recent law restricting the number of immigrants permitted to enter the United States in any one year to 3% of the number of each nationality already in the United States prove disadvantageous to the United States? Why?
8. It is said that the people of Great Britain draw a large part of their total income from interest on over-seas investments. What bearing does this have upon the relations of Great Britain to the nations of the world?
9. What has been the effect of the tendency of capital to seek employment abroad upon the standardization of commercial and industrial processes of the world?

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10. What are some of the obstacles interposed from time to time to the free exchange of persons and goods between countries?

11. What are some of the outstanding steps in the spread of democracy in the 19th and 20th centuries?

12. What do you understand to be interlocking directorates and why are they alleged to be undesirable?

13. What are the principal reasons, in your judgment, for granting the right of suffrage to women?

14. In what manner do individual investments in a foreign country tend to affect the policy of the country in which the individual investors reside?

15. What, in your judgment, will be the effect of aerial navigation upon the international relations of States?

16. What, in general, is the effect of immigration upon a country:

    (a) Upon economic conditions

    (b) Upon political institutions.

17. Explain the difference, if any, in the effect of immigration upon the United States and Great Britain and the reasons for your conclusions.

18. Explain the causes of the recent devastating flood at Pueblo, Colorado, and what, if anything, might be done to prevent a repetition of it.

19. What explanation can you give of why it is claimed that Germany can sell machinery in Europe at one-fourth the price at which American made machinery can be sold?

20. What do you conceive to be some of the most marked effects of the world war upon individuals?

21. What do you understand to be the "Shantung Question"?

22. Has the steel industry in the United States any reason to apprehend disadvantageous competition from similar industries in Japan or China or both? Give your reasons.

The members of the Board of Examiners will then ask such questions as will tend to produce the information necessary to enable them satisfactorily to appraise the candidates in respect to the following qualities and rate them on a scale of 0 to 100:

1. Character and Disposition:
   - (a) Character: Individuality as distinguished by moral excellence; strength or weakness; courage; forcefulness; seriousness; maturity.
   - (b) Disposition: Natural or prevailing spirit, such as amiability.
2. Personality:
   - (a) Address: Personal bearing; charm of personality; attention.
   - (b) Manners: Social conduct according to prevailing customs, etiquette, politeness, mien.
   - (c) Health: Apparent physical condition.
   - (d) Personal appearance: Neatness and appropriateness of dress; cleanliness; general external appearance.

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3. General Intelligence:

   (a) Readiness: quickness, fluency, alertness.

   (b) Judgment: faculty of judging or deciding rightly or wisely; good sense.

   (c) Discretion: prudence; circumspection; sagacity; cautious discernment as to matters of propriety and self-control.

   (d) Resourcefulness: capability of meeting a situation or rising to an occasion.

   (e) Command of English: ability to express thoughts in clear, correct English.

   (f) Accuracy of information: accuracy of statements made in Part II of Oral Examination.

4. Experience and business capacity.

   (a) Experience: such experience as might prove useful in consular service; or useful in forming habit of correct judgment in business matters.

   (b) Business capacity: capacity for successfully carrying on business; initiative; degree of success in previous undertakings.

Appendix G

Department Notice

December 2, 1970

TO ALL EMPLOYEES

Policy on the Assignment of Women and Minority Personnel

Following is the text of a Joint State/AID/USIA Message (CA-5901) sent to all overseas posts on November 23, 1970:

> "It is the policy of the Department of State, USIA, and AID to provide equal opportunity in employment without regard to race, color, religion, sex, or national origin. Each agency has sought to make this policy effective by maintaining an affirmative action program i.e. enlarging recruiting areas to include women and minority members and emphasizing training and placement to enable employees to compete on more equal terms.
>
> Consonant with this policy, assignments to all positions in each agency, domestic and overseas, are made without consideration of the race, color, religion, sex, or national origin of the employee concerned. In order to strengthen this policy and guard against potential abuse, the Department, USIA, and AID are instituting new procedures which provide for high level review and a determination by the Secretary, the Administrator of AID, and the Director of USIA, of any exceptions to this policy.
>
> It is recognized that in extremely rare circumstances, exceptions to this policy may become necessary for compelling reasons of foreign policy.
>
> Requests for exceptions involving overseas assignments shall be addressed by the initiating component of the country mission to the Director of Equal Employment Opportunity of the appropriate agency. The request must contain a complete justification for the exception and a statement that the chief of mission concurs in the request. In general, such requests for an exception will be denied unless the supporting evidence or experience is compelling and unless the circumstances are extraordinary.

Each agency is establishing suitable guidelines and procedures for insuring a high level review and decision on all requests for exceptions. A record of requests and decisions will be maintained and made available to other concerned agencies. Additionally, each agency has begun a review of its assignment procedures to insure that they provide genuine equal opportunities in practice as well as in theory.

The contents of this message should be publicized to all employees."

As stated in the second paragraph of the message, the policy applies to all positions, domestic and overseas. No exceptions will be granted for domestic positions in the Department.

Appendix H

WHAT IS WAO?

1976

Who We Are

WAO (Women's Action Organization) is a voluntary group of women and men in State, AID and USIA which seeks equal opportunities for women in the foreign affairs agencies and for foreign service spouses.

The group started in the summer of 1970 when women in State, USIA and AID became concerned that their problems and potential were being virtually ignored in management reforms for modernizing the foreign service for the 1970's.

WAO is not affiliated with any other organization, but has worked with other groups for common purposes. It is not militant, but is no ladies' sewing circle.

WAO's purpose -- and its successful work so far -- is specifically to improve the opportunities for promotions, assignments, training and perquisites stateside and abroad for all categories of women employees and foreign service spouses. It works "within the system" addressing the highest levels of management and serving as both initiator and watchdog on women's issues.

What We Have Accomplished

In its first year alone (1970-1971) WAO, confronting management directly, brought about these notable reforms which affect your life today:

-- removal of the ban on marriage by women in the foreign service;

-- permission for women fired earlier because of marriage to reenter;

-- revision of clearly discriminatory regulations against single officers (chiefly women) as to housing, shipping allowances, etc., at overseas posts;

-- increased recruitment of women into the career service (women entrants had remained at an almost constant 7% for years, but rose to 21% after WAO pressure);

A voluntary non-profit association founded to improve the career opportunities and status of all categories of women employees stateside and abroad in STATE USIA AID

-- more equitable promotion of women;

-- increased representation of women on promotion boards;

-- agreement that women (as well as men) with legal dependents were eligible for overseas assignments;

-- elimination in performance evaluation reports (and in recruitment and other literature) of references to sex or marital status;

-- a policy statement opposing discrimination against women in overseas assignments. (Note: This policy was greatly strengthened when Alison Palmer won her career discrimination suit in late August 1971).

All these reforms were, as requested by WAO, signed by and applicable to all three foreign affairs agencies. After these initial breakthroughs, WAO:

-- established professional status and standards for secretaries, recognizing them as career professionals entitled to certain rights and treatment in a so-called "Secretaries' Bill of Rights " (issued by all three foreign affairs agencies in March 1973).

-- lent its strong support to (although it was not directly responsible for) another policy directive which recognizes the foreign service wife (or male spouse) as a private individual with personal and career interests.

-- met with Secretary of State Henry Kissinger, a meeting which resulted in a Department-wide announcement that the higher the grade of any Foreign Service Officer, the greater is that officer's responsibilitv to assure equal opportunities for women.

-- met with AID Director Daniel Parker, (twice), meetings which initiated an "Upward Mobility Program" for Foreign Service Staff members in AID, with a year of special academic and on-the-job training (the first class "graduates" May 1976, and a second is being chosen.

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-- issued a series of brochures on "know your rights" for secretaries, on "how to read your performance evaluation" (for G.S. and FSS employees in AID).

-- maintained constant "watchdog" role with the Equal Employment Opportunity Offices in each of the three foreign service agencies to assure that: women's promotions were being pushed; important statistics were being kept of women's recruitment, appointment and promotion; names of qualified women were put forward when top jobs were open.

-- met with Director General of the Foreign Service, Carol Laise, to confer on opening more opportunities for employment overseas for spouses of foreign service employees.

What Can WAO Do Now?

"The price of liberty is eternal vigilance" said Thomas Jefferson. That's true for women in the foreign service agencies.

Much remains to be done, with old problems remaining unsolved and new ones developing every day. Changes in the regulations do not necessarily mean implementation; some group must ensure that the new policies are carried out. Old male-dominant attitudes persist; our gains can be lost unless all women and friends of women act together in keeping watch on our continual progress.

The Women's Action Organization (WAO) is your channel to top level management on women's issues.

Join now . A year's membership costs $3.50. Mail to: WAO c/o CMC Message Center, Room 7310 Department of State.

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Appendix I

Department of State Women in Long-Term Training (16-Year Study)

Fiscal Year	Total	Women			
		FS	GS	Total	(& %)
1963	94	3	—	3	(3.2%)
1964	87	2	1	3	(3.4%)
1965	94	5	—	5	(5.3%)
1966	85	3	—	3	(3.5%)
1967	78	1	—	1	(1.3%)
Sub-Total	438	14	1	15	(3.4%)
1968	219	7	—	7	(3.2%)
1969	239	3	—	3	(1.3%)
1970	238	5	—	5	(2.1%)
1971	190	3	—	3	(1.6%)
1972	201	10	—	10	(5.0%)
Sub-Total	1,087	28	—	28	(2.6%)
1973	203	10	1	11	(5.4%)
1974	192	15	1	16	(8.3%)
1975	198	11	—	11	(5.6%)
1976	184	17	—	17	(9.2%)
1977	187	16	—	16	(8.6%)
Sub-Total	964	69	2	71	(7.4%)
1978	242	37	—	37	(15.3%)
Grand Total	2,731	148	3	151	(5.5%)

NOTES:

1. "Long-term Training" is defined as including academic-year training at universities, hard-language training, and specialized courses like the 26-week Econ course.
2. Statistics for hard-language training are not available for Fiscal Years 1963–67.
3. Of the 148 FS women who have had long-term training, five were FSS, 19 were FSR, and 124 were FSO.

Source: PER/FCA/TL
M/EEO 11/77

Women in Long-Term Training (By Grades—16-year Study)

Grade	Academic	Senior Seminar	26-Week Econ	Hard-Language	Total
FSO/R-1	—	3	—	—	3
GS-17/18	—	—	—	—	—
FSO/R-2	1	5	—	—	6
GS-16	—	—	—	—	—
FSO/R-3	11	*3	1	—	15
FSSO-1	—	—	—	—	—
GS-15	1	1	—	—	2
FSO/R-4	5	—	5	3	13
FSSO-2	3	—	—	—	3
GS-13/14	—	—	—	—	—
FSO/R-5	15	—	20	14	49
FSSO-3	1	—	—	—	1
GS-12	—	—	—	—	—
FSO/R-6	1	—	15	22	38
FSSO-4	—	—	—	1	1
GS-11	1	—	—	—	1
FSR/R-7/8	—	—	1	18	19
FSSO-5	—	—	—	—	—
GS-9/10	—	—	—	—	—
Totals	39	*12	42	58	151

*1 did not complete.

Women in Long-Term Training
16-Year Study

Fiscal Year	Academic		Senior Seminar	26-Week Econ	Hard-Language		Total
1963	Econ	2	1	—	—		3
1964	Econ	1	2	—	—		3
1965	Econ	3	2	—	—		5
1966	Africa	1	1	1	—		3
1967	—		—	1	—		1
1968	Econ	1	—	1	Hindi	1	
					Indonesian	1	
					Polish	1	
					Thai	2	7
1969	Nat'l War	1	—	1	Chinese	1	3
1970	Nat'l War	1	1	1	Japanese	1	
	Army War	1					
1971	Nat'l War	1	—	1	—		5
	Latin Am.	1					3
1972	Brookings	1	1	5	Hindi	1	
	East Asia	1					
	Near East	1					10
1973	SE Asia	1	1	1	Arabic	1	
	Admin	2			Bengali	1	
					Chinese	3	
					Japanese	1	11
1974	Nat'l War	2	1	5	Arabic	1	
	Econ	2			Chinese	1	
					Hindi	1	
					Indonesian	1	
					Mongolian	1	
					Persian	1	16

Women in Long-Term Training
16-Year Study

Fiscal Year	Academic		Senior Seminar	26-Week Econ	Hard-Language		Total
1975	Nat'l War	1	—	5	Arabic	1	
	Econ	1			Chinese	1	
					Japanese	1	
					Persian	1	11
1976	Sloan	1	2*	3	Arabic	3	
	Econ	1			Chinese	1	
					Japanese	1	
					Farsi	1	
					Polish	1	
					Serbian	1	
					Swahili	1	
					Thai	1	17
1977	Nat'l War	1	—	6	Chinese	1	
	Canadian	1			Hebrew	1	
	Econ	1			Polish	2	
					Russian	2	
					Serbian	1	16
1978	ICAF	2	—	11	Burmese	1	
	NATO	1			Chinese	2	
	Congressional	1			Farsi	2	
	Multilateral	1			Hungarian	1	
	Medical	4			Romanian	2	
					Russian	2	
					Serbian	4	
					Swahili	1	
					Thai	1	
					Turkish	1	37

Women in Long-Term Training
16-Year Study

Fiscal Year	Academic		Senior Seminar	26-Week Econ	Hard-Language		Total
Totals (16 years)	Econ	12	12*	42	Arabic	6	151
	Admin	2			Bengali	1	
	Africa	1			Burmese	1	
	Latin Am.	1			Chinese	10	
	East Asia	1			Farsi	3	
	Near East	1			Hebrew	1	
	SE Asia	1			Hindi	3	
	Nat'l War	7			Hungarian	1	
	Army War	1			Indonesian	2	
	Brookings	1			Japanese	4	
	Canadian	1			Mongolian	1	
	Sloan	1			Persian	2	
	ICAF	2			Polish	4	
	NATO	1			Romanian	2	
	Congressional	1			Russian	4	
	Multilateral	1			Serbian	6	
	Medical	4			Swahili	2	
					Thai	4	
					Turkish	1	
		39				58	

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*1 did not complete.

Appendix J

SECRETARIAL TASK FORCE

Summary of Actions Taken

In late October, Director General Carol C. Laise reported to Deputy Under Secretary for Management Lawrence S. Eagleburger that 58 of 72 consolidated recommendations of the Secretarial Task Force had been implemented. Seven others were being implemented at that time, three had been partly implemented, and four had not been implemented.

The Director General also reported that she will appoint an advisory group from outside the Office of Personnel to keep under review the basic problems revealed by the Task Force.

The Secretarial Task Force, established in July 1974 under the chairmanship of Ambassador (Ret.) Alfred Puhan, was charged with taking "a good hard look at the role and future prospects for secretaries in the Department of State and the Foreign Service."

After reviewing answers to a comprehensive questionnaire (answered by nearly one of every two secretaries) and letters from secretaries explaining their problems in detail, as well as interviewing secretaries and others in the Department, other agencies, and private business, the Task Force signed off on a 77-page report of findings and recommendations in January of this year.

Following the printing and distribution of the report in March, Deputy Under Secretary Eagleburger called on chiefs of mission, principal officers, and heads of Departmental bureaus and offices to implement the recommendations "as expeditiously as possible." Ambassador Laise was designated as the principal officer in charge of implementing the recommendations, while Earl D. Sohm, Director of Management Operations, was charged with following progress in the Department and abroad.

A working group was set up within PER/MGT to monitor implementation. The 130 recommendations in the Task Force Report were consolidated into 72 numbered recommendations. Action memos, letters and airgrams were sent to missions and offices calling for positive response on implementation and reports on compliance by specific dates. The working group also consulted with such Departmental organizations as the Foreign Service Institute, the Bureau of Administration and the geographic bureaus on implementation.

Replies, queries and reports of post-established task forces poured into the working group's office.

As the files grew by leaps and bounds it became obvious that the Foreign Service was taking the Task Force recommendations seriously and implementing them in varying degrees. With one or two exceptions replies were received from all diplomatic missions and from most consular posts. In the Department, as in the field, the response was immediate and gratifying.

The Task Force Report generated an unusual amount of interest outside of the State Department. The working group had requests from both the Government and private sectors for copies of the report and the consolidated recommendations. Requests came from the World Bank, the American Management Association, the Canadian Ministry of Labour, the Office of the Governor of the State of New York, the Department of Agriculture, the Department of the Army, the American Federation of Government Employees, the Department of Health, Education and Welfare, Boston University, the Public Health Service, the Defense Supply Agency and the National Secretaries Association (International).

The Equal Employment Opportunity Office of the Department also received many requests for information on the report.

The 72 recommendations and the actions taken on them follow:

	The Secretarial Task Force recommended:	**The Department of State took action as follows:**
1	The Department should reiterate and enforce the policy on Professional Status and Standards of Secretaries; it should be respected in spirit as well as in fact.	Updated the Policy on the Professional Status and Standards of Secretaries by issuing a Department Notice and an airgram to the field.
2	Secretaries should be included for consideration for awards for outstanding performance.	Issued a Department Notice dated June 4, 1975, Subject: "Secretaries and Performance Awards" and Department of State Airgram No. A-3808 dated June 2, 1975, same subject, encouraging supervisors to consider secretaries for appropriate honor awards.
3	Immediate and urgent attention should be given to increasing the full-time complement of the Recruitment Branch of the Employment Division. The support budget needs to be increased so the Department can continue present efforts to recruit quality candidates.	Established a new resource and review mechanism within the Office of Personnel which closely monitors the allocations of all resources available, based on priorities set by the Director General. As a consequence of the FY-76 review process, additional resources have been reprogrammed to the Employment Division.
4	The Recruiting Branch should be given a target of employment needs at least one month prior to the beginning of each fiscal year, rather than later or piecemeal as is now the case.	Established new annual projection and review process in PER to insure timely projections of intake needs. This projection specifically includes the overall hiring requirements for secretaries. The Recruitment Branch will be provided projected needs at the beginning of the fiscal year, and these projections will be updated quarterly.

	The Secretarial Task Force recommended:	**The Department of State took action as follows:**
5	No matter what takes place in the form of freezes, reduced intake, or other adverse action, recruitment and employment of secretaries should continue at about the same level as at present.	Issued the following policy statement by a memorandum dated June 17, 1975, to all executive directors and executive officers in Washington and by an airgram dated June 11 to all posts: "It is Department policy continually to monitor the changing requirements for secretaries, along with all other categories of personnel and the attrition rates, in order to provide short and long range employment requirements and ensure a smooth flow of recruitment and hiring to meet the Department's needs. This policy has as its objective the avoidance of sharp peaks and valleys in intake levels which cause recurring staffing problems. An annual planning cycle has been established to ensure that intake objectives are set on a timely basis."
6	a. The Department should continue its policy of selecting qualified candidates for appointment to the Pre-Assignments Pool. b. The candidates should be offered immediate appointment before having full field investigations completed. c. The Department should also take steps to reduce the length of time required for processing security clearances.	a. Continued its policy of selecting qualified candidates for appointment to the Pre-Assignments Pool and b. Is offering immediate appointment to candidates to the Pre-Assignments Pool pending full field investigations. c. Has taken the following steps to speed up the clearance time problem: (1) Instituted a training program for new SY agents. (2) Requested additional positions for the Office of Security. (3) Referred cases to the Civil Service Commission as a temporary means of expediting pending cases.
7	The Department should consider combining its recruiting efforts in the field with USIA and AID, and possibly making use of State's own out-of-town offices (Regional Security Offices, Passport Offices, and Reception Centers).	Has implemented this recommendation as fully as possible. However, since State recruits for various types of personnel and the experience required is generally different from that required by the agencies, PER cannot combine completely with them.
8	Immediate steps should be taken to employ professionally trained writers and publicists to staff the now vacant Recruitment Publication Section.	Has filled all vacant positions in the Employment Division and, as stated in the response to Recommendation No. 3, has made additional resources available to that Division. In addition, the Office of Personnel is coordinating its publicity efforts with the Bureau of Public Affairs.
9	The Department must stop discrimination based on personnel category—Foreign Service/Civil Service.	Established a Civil Service Task Force and looked into such matters as Civil Service promotions and opportunities for advancement. The recommendations of the task force have been put into effect to control any discrimination.
10	Review officer/secretary ratio to see if workloads are effectively managed.	Is reviewing on a continuous basis the officer/secretary ratio to ensure that workloads are effectively managed. In addition S/IG looks into this area during the conduct of inspections.
11	Review position classifications in order to reclassify downward some secretarial positions to clerk-typist or clerk-stenographer; reclassify upward secretarial positions in Class III and IV missions where the work is varied and the responsibilities often greater than at larger posts; reflect an appropriate grade on position descriptions for secretaries who assume additional duties or expanded roles.	Is in the process of reviewing position classifications in order to identify those that should be reclassified.
12	Scrutinize all positions of a staff nature (staff aide, staff assistant, special assistant, administrative assistants) with a view to determining those to which secretaries may aspire, thereby providing an upward mobility ladder within the secretarial corps.	Is in process of examining all positions of a staff nature to determine those to which secretaries may aspire to provide an upward mobility ladder within the secretarial corps.

13	a. The Department should consult with secretries here and abroad to seek advice and determine ways of reorganizing clerical and administrative work to ensure maximum utilization of secretarial staff.	a. Has, via the bureaus, consulted with secretaries here and abroad to seek advice and determine ways of reorganizing clerical and administrative work to ensure maximum utilization of secretarial staff.
	b. As each bureau begins to add significant equipment to its inventory, surveys be undertaken to determine how present secretarial resources, in terms of skills, are deployed.	b. Has directed all bureaus to undertake surveys to determine how secretarial resources are utilized as the bureaus add word-processing and text-editing equipment to their inventories.
14	a. Management should make it policy to inform CS secretaries when they are being considered for promotion or transfer to another office.	a. Continues the policy of informing Civil Service secretaries when they are being considered for promotion or transfer.
	b. An avenue for grievance should be available when a secretary's release is being blocked.	b. Reiterated its policy that no supervisor can block the transfer of a secretary nor any other employee.
15	In those instances in which a misassignment is unmistakably evident, allowance should be made for early transfer without prejudice under conditions spelled out in advance.	Has instructed career counselors to provide for early transfer without prejudice to the employee, with assignment conditions spelled out in advance when an unmistakable misassignment occurs.
16	Management should carefully examine the system of promotions for out-of-function secretaries in an inter-functional category.	Has included in the 1975 precepts for specialist promotion boards the following passage: "Boards should insure that specialists who are presently serving in positions outside of their specialist category are not placed at a disadvantage in competition within their major specialist category. Successful performance in such assignments should be fully recognized and given as full and equal consideration as successful performance in assignments within the officer's major specialist category." (Secretaries are included in the specialist category.)
17	The Department should abolish use of the title "Executive Secretary," and all FSSO-3 secretaries should be given the title "Executive Assistant."	Studied this recommendation carefully but concluded that no action was possible, as the work of a secretary varies from post to post and from supervisor to supervisor, and that it would be very difficult to assign the title of executive assistant equitably.
18	The Department should begin at once to post vacancies for CS openings.	Secured Civil Service approval of a new Merit Promotion and Placement Plan which will come into effect November 3 under which all such openings will be posted.
19	The Department should seek to make more room at the top. At the present time the number of positions available to secretaries at the GS-12 or FSS-3 level—the highest ratings of secretaries working for the Department—currently is 29, of which 22 are in the field and 7 in the Department.	Determined this recommendation to be in conflict with the Federal Pay Comparability System. Therefore, no action is being taken.
20	At the time secretaries' names are listed on the panel book for reassignment, a check be taken immediately to determine whether the Personnel Assignments Branch has heard from each secretary recently regarding her next assignment. If not, a letter should be sent soliciting her views.	Initiated an "Open Assignments Policy" which includes the practice of sending a letter to each secretary approximately six months before the end of her or his tour. The letter requests the secretary to indicate preferences on the next assignment. The Secretarial Counseling Branch then makes every effort to place the person in one of these choices.
21	The telephone should be used in those instances where snags have developed regarding the details of an assignment. It is also urged that Personnel establish procedures whereby secretaries are notified promptly and directly of all personnel actions affecting them.	Established procedures whereby secretaries are notified promptly and directly of all personnel actions affecting them. This is normally in the form of a telegram. In addition, the Secretarial Counseling Branch now sends a letter of congratulations to each secretary whose name appears on the promotion list. The telephone is being used to resolve snags in the details of an assignment which has already been made.

	The Secretarial Task Force recommended:	The Department of State took action as follows:
22	The Department should ensure that, in all cases, those who are listed on a panel but not selected for the position be notified of the fact, preferably in writing, and told who has been selected and, if possible, the reasons why they were not.	Is in the process of implementing the Civil Service Merit Promotion System and will post all CS openings. Anyone bidding who does not qualify will be notified in writing by the Office of Personnel. A panel of qualified candidates will be submitted to the employing office, which will select one. The administrative office of the employing office will advise the selected candidate, as well as those not selected, as to the selection decision.
23	a. As a priority project, the Office of Personnel should be examined in order to establish greater communication between the various offices of Personnel b. Achieve better rapport between Personnel and secretaries serving in the Department and the Foreign Service.	a. Initiated a formal orientation program in the Office of Personnel for all newly assigned personnel. b. Sent the Chief of the Secretarial Counseling Branch to visit several overseas posts in July to counsel secretaries. This practice will continue. The NEWSLETTER also publishes at frequent intervals the names, locations, and phone numbers of career counselors for all personnel. The latest list appeared in the October issue. Ninety days after entrance on duty CS secretaries are interviewed by the appropriate personnel counselor.
24	Personnel officers in the bureaus and in posts abroad should be advertised to all secretaries as their counselors, and should be made to play a more significant role in the careers of secretaries.	Advised all secretaries in the bureaus and overseas posts that the personnel officer is their counselor (in a few small posts with no personnel officer, the administrative officer is responsible for counseling). All personnel officers have been informed of their responsibility as counselors and have been encouraged to take a more significant role in the careers of secretaries.
25	A counseling service should be provided for all newly arrived employees—especially Civil Service employees—and that steps should be undertaken to counsel CS secretaries as is done for FS secretaries. Moreover, management should increase the small CS counseling staff.	Began a thorough examination of both the CS and FS counseling activities and initiated action to obtain the services of an experienced Civil Service employee who is expert in this field.
26	Each office should institute a procedure for welcoming new people to the office or mission; supervisors should explain to a secretary what is expected of her when beginning in a new office.	Directed each bureau and all posts, which do not have a procedure for welcoming new personnel, to develop such a procedure. Supervisors have been instructed to explain to a new secretary what is expected of her.
27	The Department and the Foreign Service Counseling and Assignments Division, working through appropriate officers at posts abroad, should organize an effective network to step up direct and personal communication with secretaries for the purpose of informing them about changed personnel policies, career opportunities, new promotion policies, etc., so that they may be fully informed on every aspect of their careers.	Established an "Open Assignments Policy" which makes available to all secretaries a listing of scheduled vacancies six months in advance. The Chief of the Secretarial Counseling Branch visited several posts in July to talk with secretaries and advise them of personnel policies, career opportunities, etc. This practice will be continued in the future.
28	Secretaries should be comprehensively informed regarding their availability for training, assignments, or TDY details. Secretaries should also take the initiative to inquire about training opportunities and assignments.	Advised counselors in the Office of Personnel to brief all secretaries on training opportunities, assignments and TDY details. Implementation of the Open Assignments Policy will also have the effect of alerting interested secretaries to pertinent information on these matters.
29	Secretarial placement counselors should visit the field occasionally to interview secretaries on their assignments and careers.	Placed a high priority for travel funds for secretarial counselors in FY-76. The limitation of funds permitted only one trip in FY-75

30	FS secretaries on consultation should report to the Counseling and Assignments Division and to the country desk and post management officers for orientation for a short period prior to departure for post.	Instructed all executive directors of the regional bureaus to assure that each secretary being assigned to a post is briefed by the appropriate desk and post management officers before departing.
31	Executive directors in the Department, administrative counselors, and other administrative officers in the field should be reminded of their responsibility for administering an effective personnel counseling program in their area of jurisdiction.	Reminded all executive directors in the Department, administrative counselors, and other administrative officers in the field of their responsibility for administering an effective personnel counseling program in their areas of jurisdiction.
32	The role of the senior secretary should be explained to new secretaries and officers alike.	Has found it to be impractical to implement this recommendation. The role of the senior secretary is governed by so many factors that vary from post to post, office to office, even secretary to secretary, that no universal or Department-wide definition of her role can be formulated.
33	It is recommended that at least one secretary in each bureau and in each mission be included in staff meetings.	Instructed all regional bureaus and missions to include secretaries in staff meetings. Some have implemented this recommendation on a scheduling basis and others have done so on a voluntary basis. Many have done both.
34	a. Use of the DS-1731 to rate secretaries FSS 7-3 and GS 7-13 should be continued. Full, accurate and mutually agreed upon statements of work requirements are important. b. All rated employees should comment on work programs and on their relationship with the rater. Special guidance should be given officers rating secretaries.	a. Has adopted the use of Form OF-266 to rate secretaries FSS 7-3. Form FS-315 is being used for GS 7-13 and FS-315B is for GS 1-6 and FS 8-10. (Accurate and mutually agreed upon statements are included.) b. All rated employees are given an opportunity to comment on work programs and their relationship with the rater. Special guidance has been given rating officers through the new Form OF-266 and the instructions accompanying the form in Department Notice of May 7, 1975, FAMC of May 23, 1975, and telegram 103565. Elaboration of these instructions was provided in Department Notice of June 20, 1975, and telegram 144911. Guidance for use of Form FS-315 is given in FAMC 662A dated Dec. 4, 1973.
35	The Department should amend the 315B to include (a) a mutually agreed upon work requirements statement, (b) an opportunity for the rated employee to comment on the adequacy of supervision received and on the extent to which work goals or work standards were established.	Has amended Form 315B to include (a) a mutually agreed upon work requirements statement and (b) an opportunity for the rated employee to comment on the adequacy of supervision received and on the extent to which work goals or work standards were established.
36	Supervisors preparing ER's on CS secretaries should be thoroughly instructed in CS regulations and promotion policies.	Has obtained Civil Service Commission approval of the Department's "Merit Promotion Program." This program outlines the Department's regulations and policies on Civil Service promotions. FAMC 662A is a ready reference on preparation of performance evaluation reports for CS employees. In addition, PER is developing a course which includes preparation of OER's on FS and CS employees.
37	The Department should require that officers regularly served by a secretary during the rating period add their evaluation comments to the personnel evaluation form.	Has included in the instructions for preparation of the new OER Form OF-266 a requirement that "Reports on employees who serve more than one supervisor should reflect the views of all supervisors."
38	Management should assign senior qualified secretaries to the Inspection Corps.	Has detailed a senior qualified secretary to the Inspection Corps, and will continue this practice on a regular basis in the future.
39	Inspectors in the field should discuss the secretary/officer relationship with officers as well as with secretaries in an attempt to find solutions to problems.	Emphasized, by means of a S/IG memorandum of May 9, 1975, to all inspectors, the importance and desirability of discussing with both parties problems existing between supervisors and those supervised and of encouraging dialogue between them.

	The Secretarial Task Force recommended:	The Department of State took action as follows:
40	FSI should provide training for all levels of supervisors, including Civil Service, FSRU, FSR, and junior officers, with the principal objective of impressing upon them that secretaries are an integral part of an organization. Supervisors should know how best to use secretaries, i.e. which resonsibilities may be delegated to a competent secretary. The course should include training in the art of dictation. Training should be mandatory for junior officers and should be a part of their orientation course; senior and mid-career officers should have such training included in mid-career courses.	Has instructed FSI to include in training for all levels of supervisors including CS, FSRU, FSR and junior officers, the objective of impressing upon them that secretaries are an integral part of an organization.
41	Formal guidelines should be established, through open communications, for every office and for every supervisor/secretary relationship.	Provided effective formal guidelines through open communication between supervisors and Foreign Service secretaries through use of the new Evaluation Report Form OF-266 and the accompanying instructions in Department Notice of May 7, 1975, and State telegram dated May 6, 1975. The use of Form FS-315 achieves the same purpose for Civil Service secretaries.
42	Orientation training for both FS and CS secretaries should take place not later than ten days after entrance on duty or as soon after assignment as schedule of classes permits. The program should be increased from its present 2½ days to 5 consecutive days; it should include technical instruction in the use of the OCR, Mag Tape Selectric Typewriter, the Savin System, dictaphones, and any other equipment in general use in the Department.	Has instructed FSI to provide such training, as funding and other resources permit.
43	PER should take steps to ensure that supervisors release employees for such training.	Has reiterated its policy that supervisors are required to release secretaries, FS and CS, for orientation at FSI as soon as possible after entry on duty.
44	Thorough briefing on training or study programs available to secretaries, including university after-hours courses, should be part of the orientation.	Has instructed FSI to include in the orientation program a briefing on training and study programs available, including university after-hours training courses.
45	Refresher training at FSI should include briefing on changes in style, practices, stationery, etc., for FS secretaries.	Is providing refresher training at FSI which includes briefing on changes in style, practices, stationery, etc. for Foreign Service secretaries.
46	The 1956 Correspondence Handbook should be brought up to date.	Assigned responsibility to the Directives Staff of O/FADRC to form an inter-office working group to bring the Correspondence Handbook up to date. This group set October 31, 1975, as publication date for the new Handbook.
47	Language training should be provided in Washington for both CS and FS secretaries who wish or need such training. It could be administered in the same way as the Language Designated Position Program for officers.	Provides language training for both FS and CS secretaries, but on a job-related basis only. It is not possible to offer such training to those who cannot establish a need to know foreign language. Since the Language-Designated Position Program for FS officers was established by an act of Congress, inclusion of secretarial positions would require further legislation.
48	FSI could expand early morning language training to include secretaries.	Has expanded early morning language training for Foreign Service secretaries enrolled by the regional bureau of assignment. Civil Service secretaries, whose training is deemed job-related by the bureau of assignment, can also be enrolled.

49	Full five-month courses in world languages should be provided to secretaries. For hard languages, FSI could develop a three-month course which would give basic familiarity.	Has determined that the capability exists to provide world and hard language training to secretaries to afford them basic familiarity with the tongue of the country of assignment. Training can be provided, subject to the finding by the geographic bureau in each case, that the need exists for training. In order to establish needs and priorities the Director General queried all diplomatic and consular posts on July 9, 1975, as to what secretary and staff positions abroad needed language proficiency.
50	High MLAT scores could be used to help point out potential candidates for hard language areas.	Now gives the MLAT to all new secretarial appointees during their Washington orientation, and in-service secretaries who have not already taken the test are being encouraged to take it. High MLAT scores are being used to identify potential candidates for hard language training.
51	Executive directors of regional bureaus should conduct a post-by-post inventory to determine staff positions which require knowledge of local languages.	Instructed the regional bureaus to undertake a post-by-post inventory showing which staff positions require a knowledge of local languages. The Bureaus of African Affairs and East Asian and Pacific Affairs have already provided such listings. No other bureaus have such a survey in process.
52	FS secretaries should be assigned routinely to area studies as soon as they have received overseas assignments.	Has reaffirmed its policy that secretaries be sent to area studies. Counselors have been reminded of this policy. In some cases assignment to area studies cannot be arranged because of conflicts in schedules with other required FSI courses.
53	Brush-up courses in shorthand should be available for secretaries whose skill has deteriorated because of insufficient practice.	Presently offers several courses in shorthand that could be used for brush-up in shorthand.
54	Secretaries should be made aware of the Certified Professional Secretary examination and encouraged to work toward obtaining certification.	Has disseminated, through a Department Notice and an airgram to all posts, information about the Certified Professional Secretary examination, and has instructed supervisors, and particularly administrative and personnel officers, to assist as appropriate, any secretary interested in the program.
55	In order to supply skills needed for work at international conferences and on temporary duty in connection with high-level visits, courses in advanced shorthand, transcription and typing be made available at FSI to those secretaries applying for such duty.	Has designed a course meeting the needs outlined in this recommendation. This training will be initiated as funds become available.
56	The Assistant Secretary for Administration should organize and chair a steering group to coordinate modernization in all areas of the Department, including automatic typing equipment and dictating machines.	Established a steering group under the chairmanship of the Deputy Assistant Secretary for Operations to study and coordinate modernization in all areas of the Department. Special emphasis is being placed on the use of equipment and machines developed in recent years that remove much of the drudgery of everyday office operations.
57	Every effort should be made to include secretaries in the actual planning for the use of technology, to promote sensitive handling of personnel and morale issues which arise in such changes.	Secretaries are included in the group to participate in the planning for technological change and solution of problems that might be generated by such changes.
58	Word-processing units should be used in larger posts to handle much of the typing load. The Department should also expand the use overseas of Mag Card machines.	Is continuing to increase the use of word-processing units to handle the typing load. The use of sophisticated machinery at some overseas posts is restricted because of maintenance problems, but many of the larger posts now are procuring text-editing equipment.

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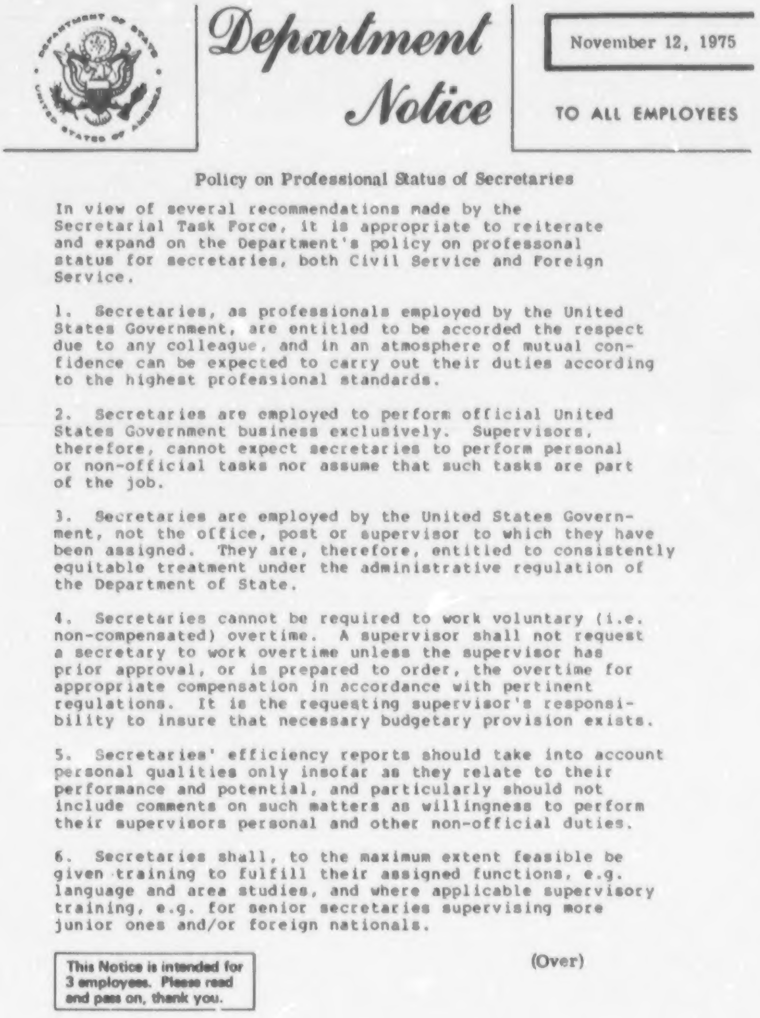
	The Secretarial Task Force recommended:	**The Department took action as follows:**
59	a. The Department should establish upward mobility positions for qualified secretaries, either by building on the existing Mustang Program mechanism or through a new vehicle entirely. The Department should institute a program throughout the Department and in all the FS posts abroad, designed to identify lower ranking employees in all functional categories who are considered to possess potential for higher level responsibilities.	a. Has revitalized the Mustang Program, along with other considerations, to meet the need expressed in this recommendation. Supervisors are now charged with identifying employees demonstrating advancement potential and encouraging them to participate in the Mustang Program.
	b. The Mustang Program should be expanded through open invitations to all personnel to apply for specific types of work. The program should be based on a study of all technical and professional positions requiring continuity. Anticipated retirements from these positions can establish the need for recruits. The program should include a training agreement with the Civil Service Commission to assure that personnel accepted for career development for specialized work would, at the end of an agreed period, meet Federal standards for such work.	b. Is in the process of instituting a new Upward Mobility Program with a target date for full implementation in the third quarter of FY 76. This program will operate side by side with the Mustang Program, but will be oriented toward CS employees.
	c. The Department should also expand its Mustang Program to permit secretaries from FSS-5 through FSS-3 and GS-9 through GS-12 to apply for examination leading to positions in the administrative, consular, and other areas.	c. Has expanded the Mustang Program to include pay grades FSS-4 and FSS-5 or CS equivalent. Action has also been initiated to include FSS-3 and equivalent in the program.
60	The State Department should stop discrimination in allowances and quarters based on rank and marital status.	Found the only area of inequity to be in allowances for limited shipment of household effects and has signed a new agreement with AFSA to correct this disparity. Assignment of quarters in the field is based on family size and representational responsibilities. Inequities occurring in this procedure can and should be resolved at the post level. A recent series of NEWSLETTER articles fully explains the allowances system and the methods used to compute allowances.
61	Staff personnel should receive the same privileges as those on the "Diplomatic Lists."	Called upon the overseas posts to make every effort to obtain for staff personnel privileges equal or similar to those enjoyed by those on the "Diplomatic List." In some cases these efforts were fruitless because of reciprocity. However, the majority of posts have been able to make informal arrangements which do result in equitable treatment of nondiplomatic personnel.
62	Secretaries should be given equitable treatment in the matter of furniture. Single women should be given housing at least equivalent to that provided single men.	Called upon all diplomatic and consular posts that provide USG-furnished quarters to ensure that secretaries and single women receive equitable treatment in the matter of furniture and quarters assignment. Excellent responses were received in the Department and there should now be no cases where equity is not the practice.
63	Consistent with policies set by host governments, the secretary of the ambassador and, if possible, of the deputy chief of mission, should be given diplomatic status.	Finds this recommendation impractical to implement at all posts. To do so would involve amendments to the Vienna Convention, reciprocal agreements with other governments and the reclassification of staff type positions to diplomatic positions with the subsequent requirements for Presidential commissions.
64	Through the cooperation of the Department of State Recreation Association (DSRA), the American Federation of Government Employees (AFGE), and the Women's Action Organization (WAO) enlarge the temporary housing facilities and make them available at nominal fees to first-time employees.	Send letters to DSRA, AFGE, and WAO requesting their assistance in making available additional housing at nominal fees to first-time employees arriving in Washington.

65	The Department should make a careful study as to what constitutes overtime. All officers and secretaries at home and abroad should be informed of regulations governing overtime pay and compensatory time.	Published Foreign Affairs Manual Circular No. 694 on January 8, 1975. Subject: Administration of Overtime. This circular was the result of a study of overtime and compensation for overtime for employees who are exempt from the Fair Labor Standards Act and is one of several steps planned to improve the management of employee overtime and resources (personnel and financial) while protecting the rights and interests of the employees.
66	Whenever possible, a secretary should be "on call" during the duty week and on weekends/holidays instead of at the office. When the duty secretary is called in, it should be for an important reason, not an airgram or some mundane piece of work.	Instructed all offices in the Department and all overseas posts to take whatever action is needed to use the "on call" system of providing for secretarial service during off-duty hours. The response has been most gratifying and very few offices or posts find it necessary to call the duty secretary into an office on weekends unless there is important work to be done. A number of posts have introduced the use of the electronic pager when a duty secretary is needed at the office, thus freeing the secretary of the necessity of staying home or by a phone during her tour as duty secretary.
67	Regional swing secretarial positions should be used at home and abroad to supplement staff on leave, during a vacancy, or for other emergencies.	Suggested to the geographic bureaus that they explore the possibility of establishing one or more roving or swing secretaries. The Bureau of African Affairs has established three such positions. Others either send secretaries out from Washington or from adjacent posts on a TDY basis to fill in when a need develops.
68	The Department should institute an arrangement for transportation for secretaries working overtime in the Department.	Has an arrangement with a reliable Washington cab company to maintain a direct telephone line to the company from an instrument in the "C" Street lobby. No charge is made for use of the line which is in service 24 hours daily. Reimbursement for the fare can be obtained by secretaries who are required to work in the Department after the normal working hours.
69	Consideration should be given to using flexible hours in the Department and missions abroad where feasible.	Supports a Civil Service sponsored bill which, if enacted by Congress, would authorize employees and agencies of the Government to experiment with and, if successful, to implement permanently flexible and compressed work schedules as alternatives to present schedules. Under existing law the Department is not allowed to alter the present basic work day.
70	An office requiring overtime should use the roster in PER if its secretary does not wish to work overtime.	Has up-dated the roster of secretaries available for overtime duty in PER. This roster is being utilized throughout the Department.
71	Management should end its policy of including political appointee secretaries in competition with career secretaries. Promotions should be reserved for career employees.	Has determined that, since political appointees are employees and must be treated as such, they must be permitted to compete for promotions on an equal basis with other employees. It is, however, unlikely that such appointees would successfully compete for promotion because of their thin record of service with the Department in comparison with others at their grade level.
72	Overseas posts should recruit clerk-typists or clerk-stenographers from the host country and/or from the American community, wherever possible, to reduce the number of American secretarial positions and avoid underutilization of American secretaries.	Is approving an increasing number of requests from the field to fill American secretarial slots with local resident Americans. Security considerations prevent recruitment of non-Americans to such positions, but posts can use local employees for secretarial and clerical positions not requiring security clearance.

Appendix K



Department Notice

November 12, 1975

TO ALL EMPLOYEES

Policy on Professional Status of Secretaries

In view of several recommendations made by the Secretarial Task Force, it is appropriate to reiterate and expand on the Department's policy on professonal status for secretaries, both Civil Service and Foreign Service.

1. Secretaries, as professionals employed by the United States Government, are entitled to be accorded the respect due to any colleague, and in an atmosphere of mutual confidence can be expected to carry out their duties according to the highest professional standards.

2. Secretaries are employed to perform official United States Government business exclusively. Supervisors, therefore, cannot expect secretaries to perform personal or non-official tasks nor assume that such tasks are part of the job.

3. Secretaries are employed by the United States Government, not the office, post or supervisor to which they have been assigned. They are, therefore, entitled to consistently equitable treatment under the administrative regulation of the Department of State.

4. Secretaries cannot be required to work voluntary (i.e. non-compensated) overtime. A supervisor shall not request a secretary to work overtime unless the supervisor has prior approval, or is prepared to order, the overtime for appropriate compensation in accordance with pertinent regulations. It is the requesting supervisor's responsibility to insure that necessary budgetary provision exists.

5. Secretaries' efficiency reports should take into account personal qualities only insofar as they relate to their performance and potential, and particularly should not include comments on such matters as willingness to perform their supervisors personal and other non-official duties.

6. Secretaries shall, to the maximum extent feasible be given training to fulfill their assigned functions, e.g. language and area studies, and where applicable supervisory training, e.g. for senior secretaries supervising more junior ones and/or foreign nationals.

This Notice is intended for 3 employees. Please read and pass on, thank you.

(Over)

7. Secretaries should not be assigned from position to position without due regard for their ability, experience, qualificatiions, preference, career development and aspirations.

8. Secretaries can reasonably expect that their technical and general knowledge will be put to maximum use.

9. Secretaries will be given every opportunity to participate in the Mustang Program.

The harmonious functioning of any office will depend on the recognition of the above rights and a genuine spirit of mutual respect between the secretary and her supervisor.

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Appendix L

Eleven-Point Summary of WAO's Understanding of Jan. 20, 1971 Meeting

Our Understanding on Regulations Affecting Married Women Employees As stated by Department Spokesmen in the Open Meeting on Marriage, January 20, 1971

1. No woman FSO/R or FSS/O is required or expected to resign from the foreign service when she marries.

2. Marriage or intention to marry is no bar to recruitment into the foreign service in FSO/R categories. Recruitment literature is being changed to clarify this point.

3. Recruitment literature for FSS candidates is also being changed to omit "single" as a requirement for application. At the meeting however there was inadequate and conflicting testimony as to whether a question on intent to marry is not still asked of FSS candidates, and whether a married FSS candidate would be hired.

4. If man and wife are both members of the foreign services (in whatever category including junior officers in training on probationary status), the Department will make every effort to assign them to posts where both may be assigned at their own work and rank, if they so desire. If such an arrangement is not possible, the non-working spouse will be given LWOP status until opportunity for a suitable double assignment arises.

5. In the case of double assignment (as in #4 above), the wife will receive, as does her husband, any due allowances. The Department is now working out, with USIA and AID the technique of providing these allowances.

6. A married woman FSO/R who wishes to stay home with her children and return to active duty later will be given LWOP, and experience no prejudice to her rank or opportunities for assignment or promotion on her reentry into the service.

7. Howard Mace stated that permission for the wife of a foreign service employee to work outside the mission itself may be granted only at the discretion of the U.S. Ambassador. (Note our objections to this policy as contained in accompanying letter).

8. A woman foreign service employee with dependent children, but who is either divorced, widowed, or an adoptive or surrogate mother may be assigned abroad, just as wife-less men with dependents now are. (There was conflicting and inconclusive testimony at the meeting as to whether this applied to a woman FSS/O; but the new (Jan. 25) Supreme Court ruling would of course preclude any discrimination against women with dependents).

9. A woman FSO/R (FSS/O) married to a man not employed in the foreign service and not in a position to go abroad, may transfer to FSRU (FAS) or to an FSR category if she is qualified for a position open under present personnel ceilings.

10. A GS woman employee who wishes to convert to FSRU (FAS) will have to indicate a willingness to work abroad, but not necessarily indicate an availability to do so. For all practical purposes, conversion of a married GS to FSRU (FAS) will not require service abroad at this time. (GS women employees will be asked but not required to convert to FSRU (FAS)).

11. Howard Mace did not feel it appropriate or possible that Ambassadors (and presumably other senior personnel) be "educated" on regulations affecting marriage either before or during their assignment. He felt the Newsletter "and other means" would be the adequate channels of communication.

[Note: Point 11 was to be rephrased to reflect the Department's intention to keep Ambassadors and others fully informed through all appropriate channels of regulations and policies concerning marriage and women. (Letter from William Macomber to Mary Olmsted, Feb. 10, 1971, Pers. Lib. files.)]

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Appendix M

Department Notice

August 16, 1971

TO ALL EMPLOYEES
STATE, AID, USIA

Implementing Policy on Equal Opportunities for Women and Employment Abroad of Dependents of Employees

Following is the text of a Joint State/AID/USIA Message (CA-3745) sent to all overseas posts on August 11, 1971:

"The following is a statement regarding the effect of marriage on the rights, opportunities, and the employment conditions of women employees within the Department of State, AID, and USIA.

The foreign affairs agencies intend to utilize fully the skills, training and capabilities of all women employees, and to improve opportunities for the employment of women. This policy was enunciated in a Joint State/AID/USIA message CA-5901 to all posts dated 11/23/70, in a Department Notice dated 12/2/70, and again in the Secretary's Memorandum to the President on Plans for Improving the Status of Women dated 5/13/71.

To achieve the goal of equal opportunity for women the three agencies are continuing to review their regulations to assure that marriage and a career are compatible for those women who desire both, and that women with dependents will have equal opportunities for service abroad if they so desire. All regulations apply equally to men and to women.

Policies adopted by the three foreign affairs agencies include the following:

1) Recruitment literature has been rewritten to eliminate any reference to considerations based on sex or marital status.

2) Women applicants are not being questioned regarding their marital status or intention to marry.

3) Women with dependents are being considered for appointment and assignment in the foreign affairs agencies.

(over)

4) A woman who was required to resign from the Foreign Service because of marriage will be given opportunities for reentry into the Foreign Service at a class commensurate with her qualifications, if there is a need for her services and if she meets current conditions of employment.

5) Women in the foreign affairs agencies who wish to continue their careers after marriage can do so if they continue to accept all conditions of employment without reservation, including availability for world wide service. Equality in application of the regulations means that--

(a) A Foreign Service employee marrying a national of another country will be assigned to the U.S. so that the spouse may apply for U.S. citizenship (Uniform State/AID/USIA Regulations, 3 FAM 629, Marriage of Employees).

(b) If two Foreign Service employees marry and both wish to continue working, each may retain regular status if each continues to be available for world wide assignment. The foreign affairs agencies will make every effort to assign both husband and wife to the same post in positions appropriate to their class levels and qualifications. If such assignments are not feasible the husband and wife may be assigned positions at different posts, or one or the other of the couple will be granted leave without pay for the duration of one full tour of duty. The couple will be consulted on the alternatives.

(c) The fact that a woman is married, or intends to marry will not be considered a factor in her availability for assignment overseas unless she declares that she is no longer available for assignment world wide.

6) A woman employee who marries while in service abroad and wishes to convert from Regular to Resident status in order to continue her employment at the post may apply to do so.

7) A woman employee who must remain in the United States after marriage may be considered for transfer to an appropriate personnel category, such as FSRU/FAS.

8) Women employees in the foreign affairs agencies who as a result of marriage were converted from Regular to Resident appointments are being asked whether they wish to convert back to their regular status as world wide available employees.

9) The fact that a woman is married or intends to marry, or any comment thereon, shall not be included in any part of her performance evaluation and shall in no way prejudice her eligibility for promotion.

10) A post differential is paid to a regular employee of the Foreign Service residing with his or her spouse when both have been determined to be career employees of the United States Government. A post differential is also paid to a regular employee living with his or her spouse who is not employed by the United States Government (Subject to 031.3 Standardized Regulations (Government Civilians, Foreign Affairs) which appeared in TL-SR 209, April 18, 1971).

11) A woman employee's marriage or intent to marry will not affect her consideration for a long term training program (Uniform State/USIA Regulations, 3 FAM 817, on Continued Service Agreements apply).

Employment Abroad of Dependents of Employees

It is the policy of the Department of State, AID and USIA to consider the employment of dependents of employees who wish to work in posts abroad.

The reduction of United States personnel overseas in the past several years makes it imperative that the foreign affairs agencies make effective use of all our human resources.

Furthermore, many dependents desire employment as a constructive expression of their interests and to make use of their educational background and work experience.

EMPLOYMENT IN OVERSEAS POSTS. Dependents with appropriate qualifications are eligible for consideration for employment in the foreign affairs agencies

- to fill a part-time or full-time position
- to perform services on a nonpersonal service contract or purchase order
- to perform services covered by grants

Posts may survey families to determine which dependents desire employment and have skills which may be needed at the post. This information should be obtained routinely in the future as new employees and their dependents arrive. Posts will observe agency provisions for security clearances in all such appointments.

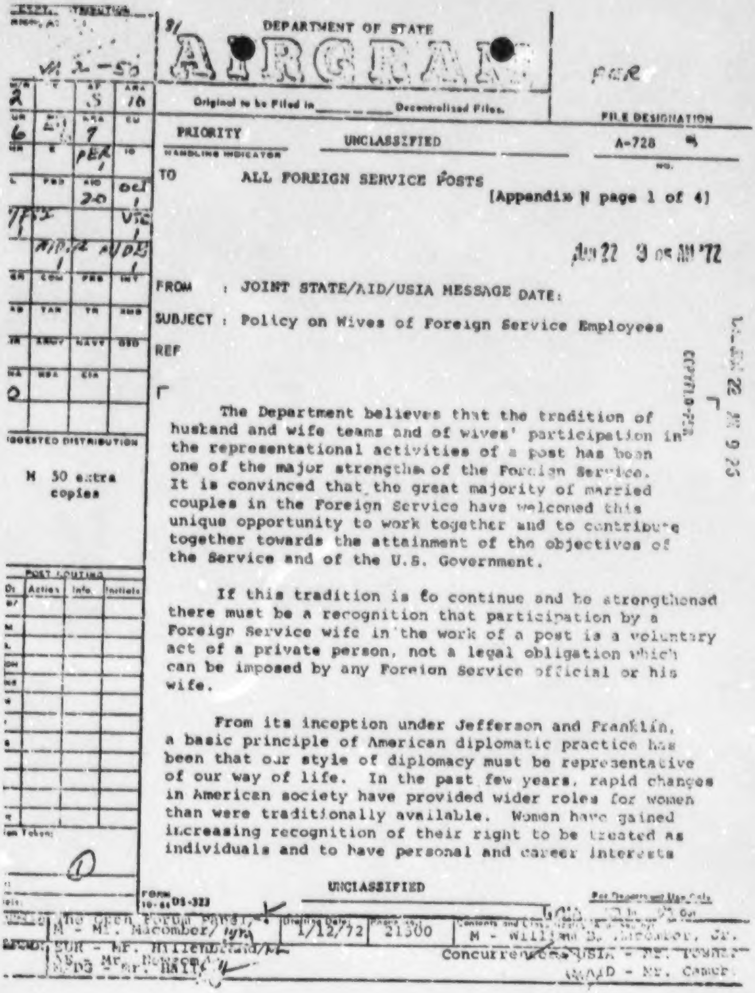
EMPLOYMENT ON THE LOCAL ECONOMY. Posts should give favorable consideration to employment on the local economy which may make use of a wider range of educational background and work experience of a dependent and which might benefit directly or indirectly the image of the United States abroad.

Posts in which potential conflict of interest considerations or local laws limit or prevent such employment shall inform the appropriate agency of the specific factors involved.

Dependents wishing such employment should address requests to the appropriate head of the overseas establishment. Uniform State/AID/USIA regulations, Sec. 10.735-206 apply. Please publicize and circulate the contents of these messages to all employees."

CLEARANCES: AID - Mr. James Campbell (in draft)
SCA/VO - Miss Elizabeth Harper (in draft)
M/DG - Amb. William Hall (in final)
IPT - Mr. Ted Hupper (in draft)
CU/IR - Miss Jean Joyce (in draft)
A/AID/EOP - Mrs. Nira Long (in draft)
DG/PER - Mr. Howard Mace (in final)
USIA - Mr. Lionel Mosley (in draft)
REC/BEX - Miss Mary Olmstead (in draft)
M/EP - Mr. Frederick Pollard (in draft)
TA/POP - Mrs. Irene Walker (in draft)

Appendix N



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DEPARTMENT OF STATE

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A-728

NO.

TO ALL FOREIGN SERVICE POSTS

[Appendix N page 1 of 4]

Aug 22 9 05 AM '72

FROM : JOINT STATE/AID/USIA MESSAGE DATE:

SUBJECT : Policy on Wives of Foreign Service Employees

REF

The Department believes that the tradition of husband and wife teams and of wives' participation in the representational activities of a post has been one of the major strengths of the Foreign Service. It is convinced that the great majority of married couples in the Foreign Service have welcomed this unique opportunity to work together and to contribute together towards the attainment of the objectives of the Service and of the U.S. Government.

If this tradition is to continue and be strengthened there must be a recognition that participation by a Foreign Service wife in the work of a post is a voluntary act of a private person, not a legal obligation which can be imposed by any Foreign Service official or his wife.

From its inception under Jefferson and Franklin, a basic principle of American diplomatic practice has been that our style of diplomacy must be representative of our way of life. In the past few years, rapid changes in American society have provided wider roles for women than were traditionally available. Women have gained increasing recognition of their right to be treated as individuals and to have personal and career interests

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FORM DS-323

The Open Forum Panel

M - Mr. Macomber

Drafting Date: 1/12/72

Phone No.: 21300

M - William B. Macomber, Jr.

S/PC - Mr. Hillenbrand

NS - Mr. Newsom

M/DG - Mr. Hall

Concurrences: USIA - Mr. Towner

AID - Mr. Camer

in addition to their more traditional roles as wife or mother. If the Foreign Service is to remain representative of American society, and if its traditions are to be preserved and strengthened, the Foreign Service must adapt to these changing conditions. Recently these changes in American society have resulted in a growing attention to the role of a Foreign Service wife abroad. To some extent, this has been heightened by occasional but serious abuses in which requirements have been levied on some wives which are today considered unnecessary and demeaning.

The attached policy statement is designed to eliminate these occasional abuses which have occured in the past, and more importantly to permit wives to choose for themselves the roles they wish to follow. It is not intended to undermine the sense of cooperation, participation and community spirit abroad or the tradition of response by Foreign Service communities to special and emergency situations which arise. On the contrary, the Department believes that emphasizing the voluntary nature of wives' contributions will strengthen and enhance the traditions of cooperation and common purpose which have characterized Foreign Service life.

It should also be emphasized that this policy statement is in no way intended to criticize the past actions of any group of employees or their dependents, nor is it designed to pass judgment on the relative merits of various roles which Foreign Service wives may wish to play. The Foreign Service can benefit when wives follow the traditional role of Foreign Service wives, but it also can benefit when wives pursue other interests, be they academic, professional, family or avocational which are not in conflict with the appropriate conduct of diplomats in a foreign country

ROGERS

POLICY ON WIVES OF FOREIGN SERVICE EMPLOYEES

The following is U.S. Government policy regarding wives of Foreign Service employees. This policy applies as well to male spouses and other dependents of Foreign Service employees. Copies of this instruction should be made available to all employees and their dependents. Ambassadors and Principal officers are asked to insure that this policy is observed and that all concerned understand the voluntary character of wives' participation on which it rests:

1. The wife of a Foreign Service employee who has accompanied her husband to a foreign post is a private individual; she is not a Government employee. The Foreign Service, therefore, has no right to levy any duties upon her. It can only require that she comport herself in a manner which will not reflect discredit on the United States.

2. Foreign Service Officers have broadly defined representational responsibilities overseas. These are an integral part of their job, and they are expected to lead generally active social lives. An officer is not relieved of such responsibilities if his wife chooses not to assist him in carrying them out. However, the U.S. Government has no right to insist that a wife assume representational burdens. Each wife must decide the extent to which she wants to participate as a partner in this aspect of her husband's job. She is free to follow her own interests (subject only to the laws and regulations of the host country and the U.S. Government).

3. Many wives may want to engage abroad, as they do at home, in charitable activities. In doing so they not only help others less fortunate than themselves, but often contribute favorably to the image of the U.S. abroad. However, a wife's participation in charitable activities must be truly voluntary. Which particular charity, if any, and the extent of her involvement is a decision for the wife alone to make.

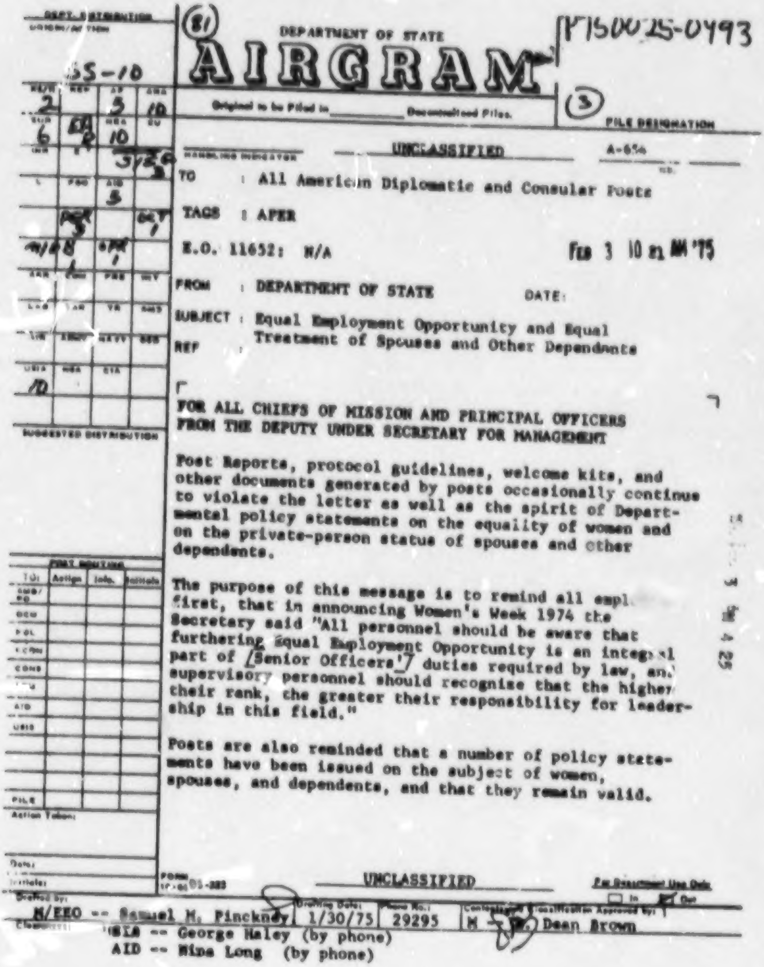
This applies also to wives' participation in activities such as binational organizations, clubs and "in-house" social gatherings which are often worthwhile, contributeto morale and the effective functioning of the post, and thus benefit the Foreign Service. Many wives enjoy these activities, provided they are not viewed as requirements. Some do not and are not required to engage in them.

4. Although membership in a diplomatic community and the requirements of protocol inevitably involve considerations of rank and precedence in dealing with people outside the post, this does not grant to any wife authority over, or responsibility for, the wives of other employees. The American tradition of neighborliness, personal courtesy and mutual concern is the appropriate way to be helpful and friendly without assuming a superior-subordinate relationship.

5. Mention of wives' participation or lack thereof in the types of activities discussed in this instruction may not be made in performance evaluation reports, Inspectors' efficiency reports, or training evaluations. Every rating and reviewing officer has the responsibility of insuring that employees' ratings are not affected by such considerations. However, should violations of this policy occur, remedial action will be taken.

6. The Department, USIA, and AID are instituting careful reviews of their regulations and guidelines to insure that they conform with these principles. Posts are instructed to review their own programs and guidelines to insure conformity with this instruction. These Agencies are confident that this policy statement will receive the support and cooperation of all concerned. If violations do occur, every effort should be made to resolve them at post. However, if after such an effort is made, they cannot be resolved in the field, they should be brought to the attention of the Director General for the Department of State, Office of Personnel and Manpower for AID, and the Assistant Director for Personnel and Training for USIA. Complaints of abuse will be handled on a confidential basis.

Appendix O



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A-654

NO.

TO : All American Diplomatic and Consular Posts

TAGS : APER

E.O. 11652: N/A

FEB 3 10 21 AM '75

FROM : DEPARTMENT OF STATE DATE:

SUBJECT : Equal Employment Opportunity and Equal Treatment of Spouses and Other Dependents

REF :

FOR ALL CHIEFS OF MISSION AND PRINCIPAL OFFICERS
FROM THE DEPUTY UNDER SECRETARY FOR MANAGEMENT

Post Reports, protocol guidelines, welcome kits, and other documents generated by posts occasionally continue to violate the letter as well as the spirit of Departmental policy statements on the equality of women and on the private-person status of spouses and other dependents.

The purpose of this message is to remind all empl first, that in announcing Women's Week 1974 the Secretary said "All personnel should be aware that furthering Equal Employment Opportunity is an integral part of /Senior Officers'/ duties required by law, and supervisory personnel should recognise that the higher their rank, the greater their responsibility for leadership in this field."

Posts are also reminded that a number of policy statements have been issued on the subject of women, spouses, and dependents, and that they remain valid.

POST ROUTING

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FORM DS-323

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For Department Use Only ☐ In ☑ Out

Drafted by:	Drafting Date:	Phone No.:	Contents and Classification Approved by:
M/EEO -- Samuel M. Pinckney	1/30/75	29295	M - L. Dean Brown

Clearances: USIA -- George Haley (by phone)
AID -- Nina Long (by phone)

They are:

CA-3745, August 11, 1971 -- Implementing Policy on Equal Opportunities for Women and Employment Abroad of Dependents of Employees

FAMC-598, January 11, 1972 -- Nondiscriminatory Policy in Assignments

A-728, January 22, 1972 -- Policy on Wives of Foreign Service Employees

A-8056, August 8, 1972 -- Assignment of Federal Women's Program Coordinators (FWPC) at Posts

A-1892, March 1, 1973 -- Policy on Professional Status and Standards for Secretaries

In addition, many sections of the Foreign Affairs Manual and other regulations have been amended to reflect stress on equal employment opportunity for women and the private-person status of spouses (e.g., TL: PER 327, June 8, 1972).

To preclude further violations of Departmental policy, posts are instructed to review the above directives and post issuances to ensure compliance on points such as the following:

1. Spouses and other dependents of Foreign Service personnel cannot be ordered to make social calls, "drop" cards, attend coffees, etc. because they are not Government employees. Participation in such activities is strictly voluntary.

2. Spouses of supervisors cannot set individual post protocol policies because post protocol is established and maintained by the post based on a comprehensive view of equal employment opportunity and personnel policies.

3. Spouses and other dependents cannot be forced or pressured into joining or affiliating with community action or socially-oriented organizations like

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Embassy spouse clubs nor can they be forced to participate in welcoming new arrivals or in entertaining the spouses of VIP visitors.

4. Due to the increasing number of husbands traveling as dependents of Foreign Service personnel, posts should ensure that a man feels as comfortable as a woman in participating in post activities.

5. Protocol guidelines cannot instruct a female employee to make a courtesy call which a male employee is not required to make.

6. Post reports should include comments on employment opportunities which have been approved by the Ambassador (3 FAM 620) for spouses and dependents at post (2 FAM 170 Appendix A (p. 4)).

The Inspector General of the Foreign Service (S/IG) is being requested to intensify review of all equal employment opportunity and related matters during post inspections.

This airgram should be given wide distribution at all posts.

KISSINGER

Appendix P

Women Chiefs of Mission, 1933–78

Name	Country	Birthplace	Residence	Career[1]	Title[2]	Appointment	Presentation of Credentials	Termination of Mission
Ruth Bryan Owen	Denmark	Ill.	Fla.	NC	EE/MP	Apr. 13, 1933	May 23, 1933	Left post, June 27, 1936
Florence Jaffray Harriman	Norway	N.Y	D.C.	NC	EE/MP	May 4, 1937	July 1, 1937	Govt. of Norway left Oslo Apr. 9, 1940 in anticipation of German occupation
Pearl Mesta	Luxembourg	Mich.	R.I.	NC	EE/MP	July 6, 1949	Sept. 21, 1949	Left post, Apr. 13, 1953
Eugenie Moore Anderson	Denmark	Iowa	Minn.	NC	AE/P	Oct. 20, 1949	Dec. 22, 1949	Left post, Jan. 19, 1953
	Bulgaria				EE/MP	May 28, 1962	Aug. 3, 1962	Left post, Dec. 6, 1964
Frances E. Willis	Switzerland	Ill.	Cal.	C	AE/P	July 20, 1953	Oct. 9, 1953	Left post, May 5, 1957
	Norway				AE/P	May 20, 1957	June 19, 1957	Left post, Mar. 15, 1961
	Ceylon				AE/P	Mar. 15, 1961	May 11, 1961	Left post, Sept. 20, 1964
Clare Booth Luce	Italy	N.Y.	Conn.	NC	AE/P	Mar. 2, 1953	May 4, 1953	Left post, Dec. 27, 1956
Katherine Elkus White	Denmark	N.Y.	N.J.	NC	AE/P	Apr. 8, 1964	June 2, 1964	Left post, Sept. 6, 1968
Margaret Joy Tibbetts	Norway	Me.	Me.	C	AE/P	July 31, 1964	Oct. 4, 1964	Left post, May 23, 1969
Patricia Roberts Harris	Luxembourg	Ill.	D.C.	NC	AE/P	June 4, 1965	Sept. 7, 1965	Left post, Sept. 22, 1967
Carol C. Laise	Nepal	Va.	D.C.	C	AE/P	Sept. 19, 1966	Dec. 5, 1966	Left post, June 5, 1973
Eileen Donovan	Barbados	Mass.	Mass.	C	AE/P	July 22, 1969	Sept. 5, 1969	Left post, Aug. 3, 1974
Betty Crites Dillon	Montreal (ICAO)	Ariz.	Ind.	NC	Repre. of U.S.	Nov. 8, 1971	(3)	Left post Oct. 29, 1977

Name	Country	Birth-place	Resi-dence	Career[1]	Title[2]	Appointment	Presentation of Credentials	Termination of Mission
Jean M. Wilkowski	Zambia	Wisc.	Fla.	C	AE/P	June 27, 1972	Sept. 26, 1972	Left post, July 24, 1976
Ruth L. Farkas	Luxembourg	N.Y.	N.Y.	NC	AE/P	Mar. 27, 1973	May 11, 1973	Left post, Mar. 18, 1976
Nancy Rawls	Togo	Fla.	Ga.	C	AE/P	Feb. 11, 1974	June 7, 1974	Left post, Aug. 8, 1976
Shirley Temple Black	Ghana	Cal.	Cal.	NC	AE/P	Sept. 19, 1974	Dec. 6, 1974	Left post, July 13, 1976
Mary S. Olmsted	Papua New Guinea	Minn.	Tenn.	C	AE/P	Nov. 20, 1975	Jan. 6, 1976	
Anne L. Armstrong	United Kingdom	La.	Tex.	NC	AE/P	Jan. 29, 1976	Mar. 17, 1976	Left post, Mar. 3, 1977
Marquita M. Maytag	Nepal	Cal.	Idaho	NC	AE/P	Mar. 3, 1976	May 18, 1976	Left post, April 22, 1977
Rosemary L. Ginn	Luxembourg	Mo.	Mo.	NC	AE/P	May 21, 1976	June 18, 1976	Left post, May 20, 1977
Patricia M. Byrne	Mali	Ohio	Ohio	C	AE/P	Sept. 16, 1976	Dec. 3, 1976	
Melissa F. Wells	Guinea-Bissau & Cape Verde Islands	Estonia	N.Y.	C	AE/P	Oct. 16, 1976	Nov. 29, 1976	Left post, Mar. 29, 1977
Ann Cox Chambers	Belgium	Ohio	Ga.	NC	AE/P	Apr. 29, 1977	June 17, 1977	
Rozanne L. Ridgway	Finland	Minn.	D.C.	C	AE/P	May 26, 1977	Aug. 5, 1977	
Mabel M. Smythe	United Rep. of Cameroon	Ala.	Conn.	NC	AE/P	May 11, 1977	Oct. 1, 1977	
Mari-Luci Jaramillo	Honduras	N. Mex.	N. Mex.	NC	AE/P	Sept. 26, 1977	Oct. 27, 1977	

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[1] NC–designates appointment of noncareer woman; C–designates career woman.

[2] EE/MP–Envoy Extraordinary and Minister Plenipotentiary; AE/P–Ambassador Extraordinary and Plenipotentiary.

[3] As chief of a U.S. mission to an international organization, Dillon did not present credentials to the authorities of the receiving state as would an Ambassador.

Appendix Q

Women in the U.N. General Assembly and Related Organizations, 1946–76

U.S. Delegation to San Francisco Conference on the United Nations, 1945
Virginia Gildersleeve

U.N. General Assembly

U.S. Representatives
Mrs. Franklin D. Roosevelt, 1946–52
Frances P. Bolton, 1953
Mrs. Oswald B. Lord, 1960
Margueritte Stitt Church, 1961
Edna F. Kelly, 1963
Eugenie M. Anderson, 1965–67
Shirley Temple Black, 1969

U.S. Alternate Representatives
Helen Gahagan Douglas, 1946
Edith S. Sampson, 1950, 1952
Anna Lord Strauss, 1951
Mrs. Oswald B. Lord, 1953–59
Irene Dunne, 1957
Marian Anderson, 1958
Frances E. Willis, 1960, 1965
Gladys Avery Tillett, 1961, 1964
Zelma Watson George, 1960
Marietta P. Tree, 1962
Jane Warner Dick, 1963
Patricia R. Harris, 1966–67
Mrs. Harvey Picker, 1968
Helen G. Edmonds, 1970
Gladys O'Donnell, 1971
Julia Rivera de Vincenti, 1972
Margaret B. Young, 1973
Barbara M. White, 1974–75
Nancy V. Rawls, 1976

U.N. Economic and Social Council
Kathleen Bell, Alternate, 1971, 1972

Commissions of the U.N. Economic and Social Council

Human Rights
Mrs. Franklin D. Roosevelt, 1947–53
Mrs. Oswald B. Lord, 1953–60
Mrs. Marietta P. Tree, 1961–65
Rita E. Hauser, 1969–72

Social Development
Katherine F. Lenroot, Alternate, 1947–48
Mrs. Althea K. Hottel, 1955–60
Mrs. Jane Warner Dick, 1961–65
Marjorie Lawson, 1965–68
Jean Picken, 1969–76

Status of Women
Dorothy Kenyon, 1946–49
Olive Remington Goldman, 1950–52
Mrs. Lorena B. Hahn, 1953–60
Mrs. Gladys Avery Tillett, 1961–68
Elizabeth Duncan Koontz, 1969–73
Ruth Bacon, Alternate, 1972
Shirley B. Hendsch, Alternate, 1972
Patricia Hutar, 1974–76

International Children's Emergency Fund

Executive Board
Katherine F. Lenroot, 1947–52
Frances K. Kernohan, Alternate, 1951–53
Martha M. Eliot, 1952–56
Mrs. Elizabeth B. Cusack, Alternate, 1955–56
Mrs. Katherine Brownell Oettinger, 1959–60
Mrs. Elizabeth Clare Taubman, Alternate, 1959–60
Katherine Bain, 1964–72

Food and Agricultural Organization
Dorothy H. Jacobson, 1964–68

Trusteeship Council
Marietta P. Tree, 1964–65
Eugenie M. Anderson, 1965–68
Barbara M. White, 1974–75

Economic Commission for Europe
- Eugenie M. Anderson, 1966
- Patricia R. Harris, Alternate, 1967

ICAO Council
- Betty Crites Dillon, 1971–

International Atomic Energy Agency
- Dixy Lee Ray, 1973

Economic Commission for Latin America
- Barbara M. White, 1975

UNESCO
- Marietta M. Brooks, Alternate, 1968
- Louise Gore, 1970
- E. Dorothy Dann Bullock, 1972
- Rosemary Ginn, 1974
- Executive Board
  - Katie S. Louchheim, 1968–69
  - Louise Gore, 1969–73

Appendix R

Some Women in Key Positions[1]

Washington

BENSON, Lucy Wilson	EX–03	Under Secretary for Security Assistance (T)
DERIAN, Patricia M.	EX–04	Assistant Secretary, Bureau of Human Rights and Humanitarian Affairs (HA)
MINK, Patsy T.	EX–04	Assistant Secretary, Bureau of Oceans and International Environmental and Scientific Affairs (OES)
WATSON, Barbara M.	EX–04	Assistant Secretary, Bureau of Consular Affairs (CA)
BROWN, Elizabeth Ann	FSO–1	Deputy Assistant Secretary, Bureau of European Affairs (EUR) (o/a July 1978)
CLARK, Joan M.	FSO–1	Director of Management Operations (M)
DAY, Lois M.	FSO–1	Office Director, Bureau of Consular Affairs (CA) (o/a June 1978)
FALCO, Kathleen M.	FSR–1	Senior Adviser to the Secretary and Coordinator for International Narcotic Matters (S)
HARPER, Elizabeth J.	FSO–1	Deputy Assistant Secretary, Bureau of Consular Affairs (CA) (o/a October 1978)
PHILLIPS, Ruth H.	FSRU–1	Director, Office of International Communications Policy,

		Bureau of Economic and Business Affairs (EB)
RAWLS, Nancy V.	FSO–1	Deputy Assistant Secretary, Bureau of Personnel (M/DGP)
WILKOWSKI, Jean M.	FSO–1	Coordinator of the U.N. Conference on Science and Technology, with rank of Ambassador (T)
WILSON, Frances M.	FSR–1	Executive Director, Bureau of Economic and Business Affairs (EB)
FOLGER, Kathryn N.	GS–16	Legislative Officer, Office of Congressional Relations (H)
GOLD, Ruth S.	GS–16	Special Assistant, Planning and Economic Analysis Staff, Bureau of Economic and Business Affairs (EB)
VERVILLE, Elizabeth G.	GS–16	Assistant Legal Adviser for East Asian and Pacific Affairs, Office of Legal Adviser (L)
COLBERT, Evelyn S.	FSRU–2	Policy Planning Adviser, Office of the Assistant Secretary, Bureau of East Asian Affairs (EA)
GIBBONS, Elizabeth A.	FSR–2	Chief, Systems Design and Program Division, Information Systems Office, Bureau of Administration (A)
HOLLOWAY, Anne F.	FSR–2	Special Assistant to U. S. Representative to the United Nations (USUN, WASH)
JAFFEE, Irene B.	FSRU–2	Chief, Division for European Regional Affairs, Office of Research and Analysis for Europe and the Soviet Union, Bureau of Intelligence and Research (INR)
LEJINS, Nora M.	FSR–2	Chief, Language Services Division, Office of Operations, Bureau of Administration (A)

MAUTNER, Martha C.	FSRU–2	Chief, Division for Soviet Foreign Affairs, Office of Research and Analysis for Europe and the Soviet Union, Bureau of Intelligence and Research (INR)
OSTRANDER, Nancy	FSO–2	Personnel Officer, Senior Assignments, Bureau of Personnel (M/DGP)
PRINCE, Georgiana M.	FSO–2	Federal Women's Program Coordinator and Deputy Director, Office of Equal Employment Opportunity (M)
SHELTON, Sally A.	FSR–2	Deputy Assistant Secretary, Bureau of Inter-American Affairs (ARA)
WAHL, Dolores R.	FSR–2	Chief, Current Intelligence Staff, Bureau of Intelligence and Research (INR)
AHMAD, Sharon E.	FSO–3	Director, Office of International Trade, Bureau of Economic and Business Affairs (EB)
BARNETT, Patricia G.	GS–15	Chief, Southeast Asia and Pacific Division, Office of Research and Analysis for East Asia and Pacific, Bureau of Intelligence and Research (INR)
BUCSKO, Phyllis A.	FSRU–3	Special Assistant, Office of Management Operations (M)
COLSON, Jessie M.	FSRU–3	Chairperson, Communications and Clerical Skills Program, Foreign Service Institute (M)
COLTON, Hattie K.	GG–15	Assistant Dean, Center for Area and Country Studies, Foreign Service Institute (M)
COOK, Marianne L.	GS–15	Chief, Central-Southern Africa Division, Office of

		Research and Analysis for Africa, Bureau of Intelligence and Research (INR)
COON, Jane A.	FSO–3	Country Director, Pakistan, Afghanistan and Bangladesh Affairs, Bureau of Near Eastern and South Asian Affairs (NEA)
DIBLASI, Josephine R.	GS–15	Chief, Evaluations Division, Office of Security, Bureau of Administration (A)
DRAY, Margaret B.	FSRU–3	Chief, Communist Economic Relations, Bureau of Intelligence and Research (INR)
KING, Karen D.	FSO–3	Executive Director, Bureau of Human Rights and Humanitarian Affairs (HA)
MORLET, Barbara W.	GS–15	Deputy Director, Research Services Staff, Bureau of Intelligence and Research (INR)
NASH, Marian L.	GS–15	Editor, Digest of U.S. Practice in International Law (L)
PADGETT, Dorothy B.	GS–15	Assistant Chief of Protocol for Visits (S)
PINKNEY, Anne	FSO–3	Executive Secretary of the Foreign Service Grievance Board, Office of the Secretary (S/FSG)
SCHAFER, M. Virginia	FSO–3	Special Assistant to Assistant Secretary for Administration (A) (o/a June 1978)
SCHIMEL, Ruth M.	FSO–3	Coordinator for Executive Development, Foreign Service Institute (M)
SCHUKER, Jill A.	FSR–3	Special Assistant to Assistant Secretary/ Spokesman, Bureau of Public Affairs (PA)

SCOTT, Edith M.	GS–15	Deputy Director, Office of Research and Analysis for Africa, Bureau of Intelligence and Research (INR)
VOGELGESANG, Sandra	FSO–3	Special Assistant for Policy Planning, Bureau of European Affairs (EUR) (o/a August 1978)
WEISLOGEL, Winifred S.	FSO–3	Foreign Service Inspection Corps (S)
WEYRES, Virginia A.	FSO–3	Foreign Service Inspection Corps (S)
WILLIS, Julia W.	GS–15	Attorney-Adviser, Office of Assistant Legal Adviser for European Affairs (L)
BUTLER, Virginia S.	FSRU–4	Chief, Distribution Section, Publishing and Reproduction Division, Bureau of Administration (A)
ENNIS, Barbara	FSR–4	Director, Freedom of Information Staff, Bureau of Public Affairs (PA)
GIFFLER, Lydia K.	GS–14	Intelligence Relations (Population) Specialist, Bureau of Intelligence and Research (INR)
GLASPIE, April C.	FSO–4	Staff Assistant to Assistant Secretary of State, Bureau of Near Eastern and South Asian Affairs (NEA)
GOOD, Barbara J.	FSR–4	Agency Director, International Women's Programs, Bureau of International Organization Affairs (IO)
HICKS, Eleanor	FSO–4	Officer in Charge of El Salvadoran Affairs and Alternate Director of Central American Affairs, Bureau of Inter-American Affairs (ARA)
MORTON, Elaine L.	FSR–4	Special Assistant to the Assistant Secretary,

		Bureau of Near Eastern and South Asian Affairs (NEA) (o/a May 1978)
Stansbury, Dorothy W.	FSRU-4	EEO Training Coordinator, Foreign Service Institute (M)
Brizill, Dorothy A.	GS-13	Special Assistant to the Deputy Secretary (D)
Haufe, Susan M.	GS-12	Chief, Special Projects Staff, Office of Public Communications, Bureau of Public Affairs (PA)
Smith, Joyce A.	FSO-5	Personnel Officer for American Republics, Bureau of Personnel (M/DGP)
Wilkinson, Sharon P.	FSO-5	Staff Assistant to Assistant Secretary, Bureau of Inter-American Affairs (ARA)
Oakley, Phyllis E.	FSO-6	International Affairs Officer (U.N. Liaison), Bureau of Inter-American Affairs (ARA)

Domestic Field

Burke, 'Gene	GS-15	Agent in Charge, Los Angeles Passport Agency
Hernandez, Marife	FSR-3	Assistant Chief of Protocol New York Office (S/CPR)
Coogan, Ellen I.	GS-14	Agent in Charge, District of Columbia Passport Agency
Mite, Beatrice	FSR-4	Agent in Charge, Stamford Passport Agency
Rogers, Georgia A.	GS-13	Agent in Charge, Detroit Passport Agency
Dretzka, Leonore J.	GS-12	Assistant Agent, Chicago Passport Agency
Mitchell, Arthurine B.	GS-12	Assistant Agent, New York Passport Agency
Schweinhaut, Dorothy	FSR-5	Agent in Charge, Miami Passport Agency

SEBERT, Jamiss E.	GS–12	Assistant Agent, Boston Passport Agency
STRAUCHEN, Helen	GS–12	Assistant Agent, New York Passport Agency
CALDWELL, Edwina Z.	GS–11	Assistant Agent, Houston Passport Agency
COOK, Winifred S.	FSR–6	Assistant Agent, Honolulu Passport Agency
DEVIVO, Diane D.	GS–11	Assistant Agent, New Orleans Passport Agency
FREER, Eunice M.	GS–11	Assistant Agent, Seattle Passport Agency

Overseas Posts and Missions to International Organizations

BYRNE, Patricia M.	FSO–1	Ambassador to Mali
CHAMBERS, Ann Cox	NC	Ambassador to Belgium
JARAMILLO, Mari-Luci	NC	Ambassador to Honduras
OLMSTED, Mary S.	FSO–1	Ambassador to Papua New Guinea
RIDGWAY, Rozanne	FSO–1	Ambassador to Finland
SMYTHE, Mabel M.	NC	Ambassador to the United Republic of the Cameroon
WELLS, Melissa F.	FSO–2	U.S. Representative on Economic and Social Council of the United Nations with rank of Ambassador
HEALY, Theresa A.	FSO–3	Deputy Chief of Mission, Wellington
STILLMAN, Linda C.	FSO–4	Deputy Chief of Mission, Suva (o/a June 1978)
CARBONE, Martha C.	FSO–3	Principal Officer, Perth (o/a May 1978)
ISOM, Harriet W.	FSO–3	Principal Officer, Medan
MATTHEWS, Ruth S.	FSO–4	Principal Officer, Mazatlan
MCLENDON, Ruth A.	FSO–2	Principal Officer, Monterrey
SHIPPY, A. Ellen	FSO–5	Principal Officer, Zanzibar
SMITH, Elaine D.	FSO–3	Principal Officer, Izmir (o/a July 1978)
TULL, Theresa A.	FSO–4	Principal Officer, Cebu
ANDERSON, Leona M.	FSO–1	Counselor of Embassy for Administrative Affairs, Tokyo

CLARK-BOURNE, Kathryn	FSO-3	Counselor of Embassy for Political Affairs, Lagos
GILDEA, Jean	FSO-3	Counselor of Embassy for Administrative Affairs, Nairobi
KEMP, Katherine	FSO-3	Counselor of Embassy for Administrative Affairs, Quito

M/EEO 4/78

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[1] As of Apr. 7, 1978. Certain assignments that have been scheduled for later in 1978 have been included.

Appendix S

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THE SECRETARY OF STATE
WASHINGTON

April 18, 1977

COPIES TO:
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RF(rs)

MEMORANDUM FOR: SECRETARIES OF DEPARTMENTS AND HEADS OF AGENCIES

Policies Governing United States Delegations to International Conferences and Meetings

I want to express my concern about two aspects of our delegations to international conferences -- size and composition -- and ask your help in finding a solution.

The United States will participate in about 1,000 international conferences this year. It is expensive to field delegations to this number of conferences and we must make an effort to restrict the size of our delegations. Such restrictions can, in fact, often bring about a more efficient use of personnel if the delegates are chosen carefully for the expertise they can provide.

Our delegations should also be, as nearly as possible, representative of our total population. I urge you to make certain that future nominations of delegates under your supervision include as fair a proportion of women and minorities as possible. The number of American women delegates, for example, has not kept pace in recent years with their greater involvement in national and international affairs. I believe additional steps should be taken to stimulate the search both for women and for members of minorities when nominations for delegations are being made.

This request in no way affects our policy of restricting delegation size. What I ask is that you make a special effort to see that qualified women and minority group members are sought out for membership on delegations. It is not always necessary to send persons of the highest grade or position. Many persons of lower position have excellent qualifications and experience and can function effectively at an international conference. If, in the event a search of your personnel roster fails to uncover qualified women and minority group members, a statement to the effect that the search has been made and that it has not been successful should be included with your letter of nomination for delegation service.

I am attaching an amended Statement of Policies Governing United States Delegations to International Conferences and Meetings. I will appreciate your personal assistance in carrying out this policy.

Cyrus Vance

Cyrus Vance

Attachment:
Statement of Policies.

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STATEMENT OF POLICIES GOVERNING UNITED STATES DELEGATIONS TO MULTILATERAL INTERNATIONAL CONFERENCES AND MEETINGS

1. U.S. delegations to international meetings should conduct themselves in a style compatible with the modesty which has been part of our tradition. Lavish expenditures for living quarters, transportation, or entertainment will be avoided.

2. Secretaries of State in the last five Administrations expressed their opposition to large United States delegations. The size of delegations will be reduced by 15 - 25%.

3. Regardless of the type of meeting, each delegate must be indispensable to the successful achievement of U.S. goals for the meeting. Most delegates will have to cover several conference subjects.

4. Each delegation represents the United States Government. No accredited delegate "represents" an organization--delegates represent the United States.

5. All interested Government agencies have an opportunity to work on instructions to conference delegations before they leave Washington. The participation of U.S. private entities will ordinarily occur prior to the official delegation's departure. Participation in the preparation of instructions is not cause for delegation membership.

6. Willingness to pay the way of personnel from funds other than the regular conference appropriation of the Department of State is no justification for including any individual on a delegation.

7. U.S. delegations to international conferences should reflect the composition of American society. To this end delegation nominations will include women and representatives of minority groups. If an unsuccessful search for representatives of these groups has been made, a statement to that effect should accompany the nomination.

8. American officials at or near conference sites will be accredited when their inclusion can reduce the need to send delegates from Washington. However, individuals will not be accredited because they happen to be at the site.

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9. Prospective training benefits alone will not justify inclusion on a delegation.

10. No official of this Government should attend a multilateral international conference at which accreditation in required without the prior knowledge and approval of the Office of International Conferences of the Department of State. Any question whether a particular meeting requires accreditation can be answered by that office.

11. No organization should be invited to meet in the United States without prior approval of the Office of International Conferences.

12. The authority of the Department of State for accrediting delegations to international conferences and meetings derives from statute and delegation by the President.

13. Authority for accreditation is not shared by the Assistant Secretary of State for International Organization Affairs with any other office of the Government, except the Office of International Conferences of the Department of State.

Appendix T

THE SECRETARY OF STATE
WASHINGTON

March 15, 1977

TO MY COLLEAGUES IN THE
DEPARTMENT OF STATE

In my arrival message of January 24, 1977, I assured the employees of the Department of State--men and women, Civil Service and Foreign Service, all functional specialties--of my intention to pay personal attention to their professional concerns. I am also on record expressing deep concern about human rights, abroad and at home. These commitments will find expression in a variety of ways during my tenure, including dedication to and involvement in Equal Employment Opportunity within the Department as dictated by ethics and law.

As head of this agency, I shall exercise personal leadership in prohibiting discrimination because of race, color, religion, sex, national origin, age, or handicap. I shall also exercise personal leadership in carrying out a continuing affirmative action program designed to promote equal opportunity for all applicants and all employees. I would hope that my own concern about these issues is evident in my selection of appointees for various senior positions in the Department. And, in turn, I have asked senior appointees to be similarly concerned in their own selection of personnel to aid them. But that is only a start.

As head of this agency, I expect all employees to join in active fulfillment of these commitments. Your support of moral and legal equal employment opportunity principles is assumed. I now look to your active involvement and participation in equal employment opportunity activities. The degree of your contribution will relate to the position you occupy in the Department's workforce. I shall, therefore, expect the most of Under Secretaries, Assistant Secretaries and Chiefs of Mission. But there is no employee at any level exempt from making a contribution to our overall EEO effort. To colleagues in leadership positions, I emphasize that the practice of equal employment opportunity is a vital factor in good personnel management.

Responsibility for administration of the EEO program rests with the Deputy Under Secretary for Management and the Deputy Assistant Secretary for Equal Employment Opportunity who will speak for me on day-to-day EEO matters. That delegation of authority, however, in no way absolves me of leadership responsibility and I will on a regular basis monitor our efforts to make our workforce at all levels more representative of the U.S. population. We of the Department of State, working at home and abroad, are obliged to set an example of equality and human dignity for all peoples.

To assist me in initiating and carrying through affirmative action programs for equal employment, I am establishing an executive level Task Force. Its Chairman will be the Deputy Under Secretary for Management. Members of the Task Force will be the Coordinator for Human Rights and Humanitarian Affairs, the Assistant Secretary for Administration, the Assistant Secretary for Public Affairs, the Director General of the Foreign Service, the Deputy Assistant Secretary for Equal Employment Opportunity, the Administrator of the Agency for International Development, and the Director of the United States Information Agency.

Cyrus Vance

Cyrus Vance

About the Author

Homer L. Calkin, a native of Iowa, attended Simpson College and the University of Iowa. He received his B.A., M.A., and Ph. D. degrees from the University. After a year as history teacher and band instructor at Lyons Township High School and Junior College, La Grange, Illinois, he joined the Federal Government in 1942.

His first position was that of Organizations and Propaganda Analyst in the War Division of the Department of Justice. During World War II he was an officer in the Military Intelligence Service of the War Department General Staff. Following the war he was on the staff of the National Archives for 4 years.

Dr. Calkin joined the Department of State in January 1950 as an archivist on, and later chief of, the Records Management Staff. Subsequently, he was on the planning staff for the extension to the Department of State Building; management analyst in the Office of Operations, the Budget Office, and the Office of Personnel; and on the staff of the Office of the Historian. In his last position he was Deputy Director for Research and Reference. Dr. Calkin retired from the Department in March 1977.

During his career with the Department of State, he traveled to some 50 embassies and consulates to assist in the transfer of occupation functions from the armed forces to the Department in Austria, Germany and Japan; to provide posts with guidance in records management and archival problems; and to assist in the development of new procedures for the issuance of visas and the maintenance of records pertaining thereto.

Since receiving his doctorate, Dr. Calkin has maintained his interest in historical research and writing. He has written more than 50 articles and books, numerous book reviews, and several hundred abstracts of historical articles. His articles and reviews have appeared in professional historical journals, not only in the United States but in France and Ireland as well. These articles have covered a wide range of subjects including British-Irish relations, the American Revolution, the French Revolution, the Irish in America, the Civil War, the history of the Methodist Church, the centennial of American Independence, and the history of Iowa.

He serves on a number of boards and committees, local, national, and international in scope, which deal with history, archives, libraries, and manuscripts. He also taught history at American University for two summers. His other interests include music, travel, photography, and philatelics. His wife, Mary Katherine, is employed in the office of the Assistant Secretary for Policy, Plans, and International Affairs in the Department of Transportation.

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